

WEST INDIANAPOLIS / HARDING STREET NEIGHBORHOOD PLAN

APRIL, 1992



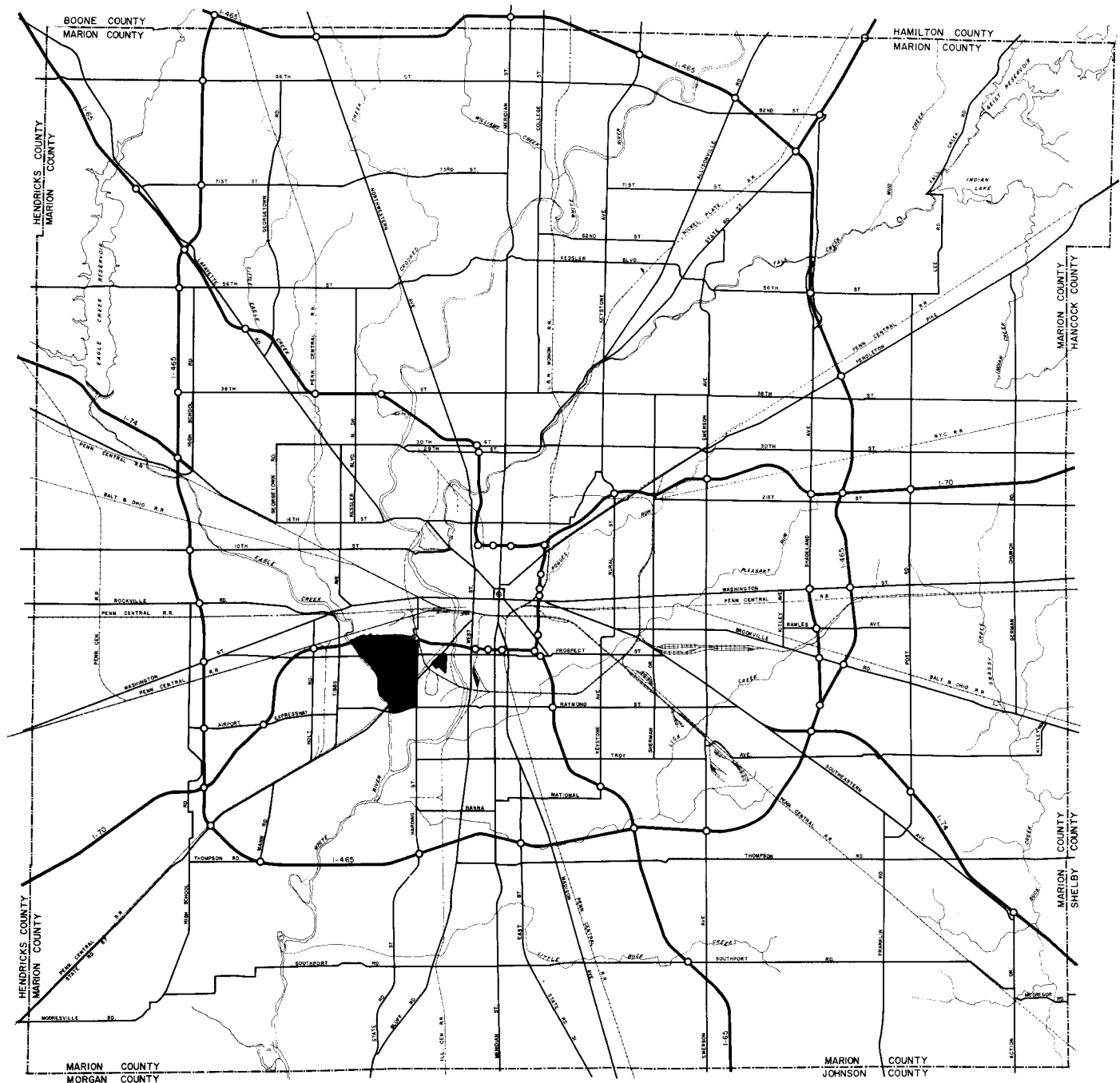
**Department of Metropolitan Development
Division of Planning
Indianapolis-Marion County, Indiana**

TAX ABATEMENT RECOMMENDATIONS

The plan recommends that specific sites receive the maximum potential tax abatement deductions (see Maps 9 and 10, pages 52 and 53). This will assist plan implementation and revitalization of those areas currently suffering the greatest signs of disinvestment and/or deterioration.

CONCLUSION

The West Indianapolis/Harding Street Neighborhood, in comparison with other inner city neighborhoods, is rich in resources and assets which can serve as sources of renewal and revitalization. The City can contribute to the revitalization process by using City programs to help the neighborhood accomplish tasks local citizens can not do on their own. A supportive atmosphere within City Government for neighborhoods, in general, can contribute much toward fostering public-private projects and cooperative efforts in individual neighborhoods. Neighborhood revitalization requires both general encouragement and financial assistance from the City. Resources targeted for this neighborhood can build on the assets already present to empower residents and public and private agencies to restore the neighborhood to a safe and attractive place in which to live.



WEST INDIANAPOLIS / HARDING STREET NEIGHBORHOOD PLAN **MAP 1 / LOCATION MAP**

The preparation of this map
was financed in part by a
Community Development Block Grant



April, 1992

Department of Metropolitan Development
Division of Planning
Indianapolis-Marion County, Indiana

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PART ONE: THE PLAN



WEST INDIANAPOLIS/HARDING STREET NEIGHBORHOOD PLAN

MAP 2 / NEIGHBORHOOD BOUNDARIES

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was financed in part by a
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INTRODUCTION

The purpose of neighborhood planning is to encourage the preservation, revitalization, and enhancement of the neighborhood. Many older neighborhoods have problems such as physical deterioration of structures and public improvements; social vulnerability, including populations composed of the elderly, low income persons, and single head-of-household families; and economic deficiencies such as a poor investment climate, reduced buying power, and few job opportunities. In addition, residents of such neighborhoods are often victims of crime. Solutions to the problems created by such conditions require a concerted effort on the part of everyone involved. Through a partnership between the City and the neighborhood, plans can be developed with guidelines for the coordination of resources, reinforcement of neighborhood goals, and revitalization of the area. Once a plan is accepted by the neighborhood residents and officially recognized by the City through adoption by the Metropolitan Development Commission, it can serve as the guide for implementing public improvement programs, inviting private investment, and encouraging self-help by the residents.

A neighborhood plan is a detailed plan of a part of a larger community. This plan is a refinement of the overall comprehensive community plan for the area. Since its major function is to guide development, the plan itself does not mandate action, but rather outlines all the necessary steps to action. Neighborhood planning seeks to guide both short-term and long-range improvements, but it is focused principally on those changes which may require considerable time and effort to accomplish.

A vital part of neighborhood planning is the involvement of the residents. Expressed needs and concerns of persons living in the area are examined and interpreted through an organized process involving the active participation of those persons the plan will impact the most. To provide a common base of knowledge to begin the planning process, a data inventory is compiled. Information about the neighborhood itself and about external events or forces influencing it from the outside is collected and analyzed (the data inventory for the West Indianapolis/Harding Street neighborhood has been incorporated as "Part Two" of this document). During a series of neighborhood meetings the neighborhood's assets, problems, and community resources are determined, and recommendations for improvement are formulated. Meaningful goals, policies, plans and programs result when citizens, planners, and local interest groups exchange information and work together throughout the planning process. The end product is a consensus document reflecting a partnership between the neighborhood residents and the City.

Residents of the West Indianapolis/Harding Street Neighborhood and other interested persons were invited to attend a series of public meetings to formulate the neighborhood plan. Those who attended the meetings were established as the West Indianapolis/Harding Street Planning Committee (see page 109 for a listing of committee members).

REVITALIZATION & DEVELOPMENT

Numerous City improvements are planned for this area. Projects will include the widening of Harding Street to six lanes between Interstate 70 and Raymond Street (IRTIP #91-DOT-2020) and other infrastructure improvements which will revitalize the area. Two million dollars have been designated by the City for improvements to the neighborhood above and beyond the funds for the street widening project and infrastructure plans. The West Indianapolis/Harding Street Neighborhood Plan compliments the Harding Street widening project and has been coordinated with all aspects of the improvement plans.

The entire West Indianapolis/Harding Street Neighborhood is also located within the Community Development Block Grant (CDBG) program area. Therefore, specific sites and areas targeted for appropriate CDBG funded program categories have been included in the neighborhood plan.

A resolution of the Metropolitan Development Commission allows enhanced tax abatement to be used as a tool for economic revitalization of an area which is the subject of a neighborhood plan. Therefore, recommended maximum potential tax abatement deduction periods for the West Indianapolis/Harding Street Neighborhood have been included in the plan (see pages 52 to 56).

STAGES OF DEVELOPMENT

For the purpose of planning and evaluation, Marion County can be divided into seven stages of development. Each area of the county has a different history, rate of development, and degree of pressure for growth. To identify these areas, seven general development categories or "stages" are used. Evaluation, in the context of these stages, enables the City to design policies and programs that meet the particular needs of a specific area. To target the appropriate planning recommendations and programs for the neighborhood, it is necessary to determine the specific stage or stages of development the area is currently experiencing. The seven stages of development are:

- * Regional Center Area
- * Center City Revitalization Area
- * Established Center City Area
- * Suburban Revitalization Area
- * Established Suburban Area
- * Developing Suburban Area
- * Rural Suburban Area

Of the above seven stages of development, the West Indianapolis/Harding Street Neighborhood exhibits, most clearly, the characteristics of the Center City Revitalization category. The conditions which characterize this stage are:

- The primary platting and development occurred from 1821 to 1950.
- A majority of the area is completely developed; but, due to urban blight, unsafe structures have been demolished leaving vacant lots.
- All community services are in place; but, due to age, some may need extensive reconstruction.
- Roadway transportation services are acceptable except for occasional decreases in intersection levels of service during peak commuter hours.
- Land uses include residential, commercial, and industrial development that may exhibit widespread deterioration and disinvestment.

The above description closely resembles the Established Center City area classification. The difference between the two stages of development is *the need for revitalization*. In Center City Revitalization Areas revitalization is needed, while Established Center City Areas have not experienced significant deterioration or have experienced deterioration and have undergone extensive revitalization or redevelopment. The need for revitalization in the West Indianapolis/Harding Street area involves many industrial and commercial structures. At the time of this study, physical deterioration was not as serious a problem as general disinvestment. The neighborhood exhibits characteristics of the beginning stages of commercial and industrial blight which can eventually impact the housing stock.

Policies identified in *The Comprehensive Plan for Marion County* as being appropriate for the Center City Revitalization Area are:

1. Encourage the revitalization of existing neighborhood commercial areas by strengthening adjacent viable residential areas and by restricting new commercial uses to the existing commercial areas.
2. Encourage infill development of vacant parcels with full consideration of architectural compatibility and environmental/open space impact on surrounding areas.
3. Encourage and expand housing rehabilitation efforts through public assistance programs, financial incentives, strategic improvement planning, and other techniques as appropriate.
4. Make public financial resources available to support and encourage development and revitalization opportunities.

5. Facilitate revitalization and redevelopment in appropriate areas by direct assemblage of parcels for large-scale developments through the existing Redevelopment Statute.

GOALS & OBJECTIVES OF THE COMPREHENSIVE PLAN

In addition to refinement of the Marion County Comprehensive Plan, the West Indianapolis/Harding Street Plan seeks to support implementation of the goals, objectives, and policies established in the Comprehensive Plan for Marion County. Some additional policies stated in the plan which relate to the Indianapolis/Harding Street Neighborhood are:

- **Public Capital Improvements**
 1. Focus capital spending on reinvestment in and improvements of existing facilities.
 2. Locate new public capital facilities in developed areas that will encourage improvements and reinvestment.
- **Public Services**
 1. Focus public investment on the improvement of existing urban services.
 2. Strengthen neighborhood revitalization and the preservation program.
- **Private Development**
 1. Provide incentives and eliminate disincentives to encourage private investment and development in the areas of the city where urban services have been provided.
 2. Encourage and assist in the redevelopment of commercial, industrial, and residential projects through financial and nonfinancial programs.

THE PROCESS

The West Indianapolis/Harding Street Neighborhood Plan was a cooperative effort among area residents, the Department of Metropolitan Development, other City agencies, and members of the business community. The West Indianapolis/Harding Street Planning Committee, comprised of representatives of the above mentioned groups, developed goals, strategies, and specific actions as part of the neighborhood plan which will help guide revitalization for the next ten years. The process for this effort included:

1. Preparation of a data inventory.
2. Meetings of the Planning Committee.
3. Preparation of planning recommendations.
4. Writing of the plan.
5. Adoption by the Metropolitan Development Commission.

ASSETS AND LIABILITIES

Information from the data inventory was analyzed by the Planning Committee and the staff before developing the neighborhood plan. (See page 61 for a complete copy of the data inventory.) From the analysis of the data and the information provided by the Planning Committee, the following key assets and liabilities were identified:

ASSETS

The People and Their Sense of Community.

Planning Committee members believed strong community cohesiveness to be one of the strongest forces working for the good of the neighborhood. Data collected for this study tends to reinforce this idea (see page 101). Long term occupancy, close family relationships, and the presence of institutions offering social services contribute to this strong sense of community. There are, however, subgroups which may or may not interact with others within the total neighborhood. For example, some residents of the Little Valley area tend to think of their area as a separate community, and some other groups in the neighborhood do not appear to become involved with issues concerning the larger community. Despite outreach efforts by the staff of the City and of Mary Rigg Center, several important geographic areas of the neighborhood were not represented on the Planning Committee.

Despite the existence of subgroups with some indifference to (or mistrust of) the public process, the West Indianapolis/Harding Street Neighborhood displays a high degree of cohesiveness. This is definitely a strong asset which could be multiplied in value if all segments of the neighborhood work together for the total neighborhood good.

Churches and Schools

The Planning Committee considered the public schools in the area to be a major asset. This is reassuring at a time when citizen confidence in the public school system in general seems to be declining. One factor which may explain the high degree of satisfaction is the "neighborhood school" aspect. Most of the elementary school age children in the neighborhood attend one of the two elementary schools in the neighborhood. Only children from the Little Valley area and the northwest corner of the

neighborhood are transported to a school outside the neighborhood. The neighborhood schools in combination with the latch key program and after school activities at the Mary Rigg Center appear to eliminate many of the problems experienced in neighborhoods which do not have such a supportive, cooperative combination.

While the elementary schools were praised by neighborhood residents, the Junior High School which serves the area was viewed somewhat negatively. This could be attributed to the fact that it is a large school outside the neighborhood.

There are eleven churches in the neighborhood, offering a wide spectrum of religious philosophy. Some of the older church structures are very attractive and add much to the charm of the neighborhood. Most of the area churches are small buildings with fairly small congregations. This neighborhood has been spared the problem found in many inner city neighborhoods of large, expensive-to-maintain church structures whose congregations have moved to the suburbs. The churches, along with the schools, are a valuable community asset. Additional cooperation to foster ecumenical activities and programs could be a strong force for positive neighborhood improvement.

Community Services

The West Indianapolis/Harding Street Neighborhood is fortunate to have the Mary Rigg Center located in its midst. The center offers a wide variety of social services to residents. A Head Start program, run by Community Action of Greater Indianapolis, Inc. (formerly Community Action Against Poverty), opened in the fall of 1991. The South West Health Center also operates in the neighborhood. In addition, a dentist and a physician operate private practices in the community. All of the above programs and services are vital to the health and well being of the residents.

Safety

The Planning Committee noted the sense of relative safety in the West Indianapolis/Harding Street Neighborhood. Public safety was noted as an asset by the Planning Committee. Compared with the entire Indianapolis Police Department (IPD) district, the neighborhood has slightly less reported crime (see pages 71 and 73). However, crime is still perceived as a problem by some residents, many of whom listed crime as a liability during the Planning Committee meetings.

Affordable Housing

Housing in the West Indianapolis/Harding Street Neighborhood is within the means of low to moderate income families. Much of the housing stock consists of bungalows which are typically attractive to senior citizens and first time home buyers. Although initial market value of such housing is low, maintenance costs tend to be relatively high because of the age of the structures (see page 93). The existence of modest, well maintained houses in much of the neighborhood is an asset.

Businesses

Many of the elderly residents of the neighborhood depend on neighborhood businesses for their daily shopping needs. Local businesses are appreciated and supported.

Neighborhood Newspaper

The West Side Enterprise, which is delivered door to door to over 13,000 homes and businesses on the west side of Indianapolis, is considered an asset by the residents of the West Indianapolis/Harding Street Neighborhood. Community activities are publicized, and the classified ads serve an important need for communication about goods and services within the area.

Location

The West Indianapolis/Harding Street Neighborhood is located near the center of the City (see Location Map, page V). It is within bicycling distance of the downtown business district. Additionally, there is direct access to Interstate 70, providing good access to most parts of the Metropolitan area.

Bus Transportation

Because many of the residents depend on public transportation, the bus system is appreciated and was identified as an asset residents would not want to lose.

Library

The Public Library branch, located on the south side of Morris Street in the center of the neighborhood, is a valuable asset. Housed in a new building, the library offers residents important services.

LIABILITIES

Environmental Quality

Early in the history of Indianapolis, industry located southwest of the city along the White River. Rivers and streams were used to dispose of untreated industrial waste. The workers who located near their places of work took for granted the odors and particulate matter emitting from the smokestacks in the area. Persons living in industrial areas accepted such environmental problems as a necessary evil connected with jobs and progress.

Today, we know much more about the impact of various chemicals released into the environment. The negative effects on plants, animals, and humans must be taken into account when cost/benefit analysis are made. Costs of environmental pollution to public health should be included in the equation. Too often, residents of industrial areas are the ones who bear the burden of externalities which should be borne by persons who use or profit from the manufactured product.

Because of the close proximity of the West Indianapolis/Harding Street Neighborhood to industry throughout the years, residents have endured environmental problems since the area was settled. Current scientific knowledge of the dangers of environmental degradation has made these problems more of an obvious liability. What may have been viewed as an unpleasant nuisance in the past may, in light of today's scientific knowledge and higher standards, be intolerable.

The Planning Committee expressed strong feelings that neighborhood concerns about pollutants in the area are not being heard by City officials. While Acts of Congress have mandated standards and mechanisms for enforcement, there is a perception in the West Indianapolis/Harding Street Neighborhood that the system is not working to protect persons living in that neighborhood. Reports of unpleasant odors, loud noise, and higher than normal incidents of lung cancer were related by Committee members.

Condition of Buildings

Results of the building condition survey conducted in 1990 show that only five structures in the neighborhood were dilapidated and only 3% needed major rehabilitation (see page 97). The majority of structures were in excellent condition or needed only minor repairs. While few of the

commercial and industrial structures are dilapidated, many display signs of disinvestment and gradual deterioration.

Compared with many other inner-city neighborhoods, the housing stock in the West Indianapolis/Harding Street Neighborhood is not currently a major problem. However, many of the residences are occupied by elderly homeowners for whom maintenance becomes increasingly difficult. In the long run, the housing stock will deteriorate unless programs are devised to help the elderly on fixed incomes make minor repairs before deterioration makes major repairs necessary. Vacant and converted commercial structures in the neighborhood are also a concern. Over time, these will also deteriorate. The Planning Committee considered building conditions to be a liability because of the potential for further deterioration. Community and City action at this stage could prevent major problems in the future.

Infrastructure

Streets, curbs, sidewalks, and other public structures in the area need to be improved, and, in some instances, replaced. Large trucks have contributed to deterioration of the streets and curbs in parts of the neighborhood. Routing of industrial and commercial traffic must be a component of any plan to upgrade and maintain streets in the neighborhood.

Litter in Alleys

Alleys which are littered with trash are a constant irritant to people who keep their homes and yards in neat, orderly condition.

Lack of Organized Activities for Teens

While activities for youth are sponsored by the Mary Rigg Center, older teens and young adults appear to have an abundance of free time and seem to be associated with many of the problems in the neighborhood. Programs for this age group are difficult to create and often fail to hold the interest of this segment of the population.

GOAL STATEMENTS, STRATEGIES, AND SPECIFIC ACTIONS

A list of issues relating to the assets and liabilities was compiled by the Planning Committee. The issues were discussed in depth in small subgroups and, later, by the entire Planning Committee. From these issues, goals were determined. The purpose of setting goals is to make decisions about what should be preserved, what should be added, and what should be removed. A goal statement was developed for each of the issues. After the goals were established and prioritized, strategies and specific actions were devised using input from the Planning Committee, analysis of collected data, and professional planning techniques. The goals, strategies, and specific actions are listed on the following pages. Goals are broad, general statements about things the Planning Committee feels should be accomplished; strategies are specific methods; specific actions are more detailed, recommended first steps to be taken.

Some of the specific actions can be initiated by the City. Others are self-help projects which can only be initiated by the neighborhood. Some will require that the City and the neighborhood work in cooperation to accomplish the stated goal.

Goal:

Improve housing stock.

Strategy:

A series of public subsidy programs should be utilized to improve the housing stock within the West Indianapolis/Harding Street Neighborhood Plan study area. The plan lists a broad range of housing categories (i.e. homeowners, new construction and rental) and recommends a variety of programs to address each housing category.

Specific Action:

Implementation of the housing strategy should be conducted by the Department of Metropolitan Development/Division of Economic and Housing Development (DMD/DEHD). In addition, a community development corporation should be formed by neighborhood residents. Details are outlined in the Housing Plan section of this plan (page 31).

Goal:

Improve condition of the streets.

Strategy:

Indianapolis Department of Transportation (DOT) staff should utilize standard analysis techniques to identify street resurfacing needs. DOT should also initiate street resurfacing to meet the goals of the West Indianapolis/Harding Street Neighborhood Plan.

Specific Action:

- A. Resurface deteriorated streets to promote improved access to commercial uses from residential areas. This may include:
 - 1. Lee Street from Howard Street to Morris Street (1992)
 - 2. Silver Avenue from Belt Street to Bridge Street (1992)
 - 3. Sheppard Street from Howard Street to Lambert Street (1993)
 - 4. Howard Street from Belmont Avenue to Blaine Avenue (1994)
 - 5. Bridge Street from York Street to the Morris Street project (1995)
 - 6. Richland Avenue from Lambert Street to the Morris Street project (1995)
 - 7. Nordyke Avenue from Belt Street to the Morris Street project (1996)
- B. Resurface deteriorated streets to promote improved access to public uses (schools, parks, etc.) from residential areas. This may include Wyoming Street from Belmont Avenue to Reisner Avenue (1992)
- C. Resurface deteriorated streets to promote improved access to industrial uses from residential areas. This may include Belmont Avenue from Minnesota Street to Kentucky Avenue (1993).

If some of the streets scheduled to be resurfaced require repair before the above mentioned target dates, D.O.T. may complete the work earlier. In that event, the succeeding target dates may be adjusted.

Goal:

Improve neighborhood infrastructure where needed.

Strategy:

Repair/replacement and/or new construction of appropriate curbs and sidewalks should be initiated within the West Indianapolis/Harding Street Neighborhood Plan study area. Street deterioration has also been identified as a maintenance problem. However, resurfacing is addressed for the Goal "Improve condition of the streets". Municipal sewer and water facilities have not been identified as infrastructure deficiencies.

Indianapolis Department of Transportation (DOT) staff should utilize standard analysis techniques to identify curb and sidewalk needs. DOT should also initiate curb and sidewalk repair/replacement and/or new construction to meet objectives of the West Indianapolis/Harding Street Neighborhood Plan.

Specific Actions:

- A. Construct new or replace deteriorated sidewalks/curbs to promote improved pedestrian access to public uses (schools, parks, etc.) from residential areas. This may include:
 - 1. Ray Street (both sides from Tremont Street to Belmont Avenue) (1992)
 - 2. Lee Street (both sides from Morris Street to Wilkins Street) (1992)
 - 3. Wilkins Street (both sides from Blaine Avenue to Richland Avenue) (1993)
 - 4. Miller Street (south side from Lee Street to Richland Avenue and Reisner Street to Blaine Avenue) (1994)
 - 5. Miller Street (north side from Sheppard Street to Lee Street) (1995)
 - 6. Wilkins Street (both sides from Tremont Street to Belmont Avenue) (1995)
 - 7. Pershing Avenue (both sides from Morris Street to Howard Street) (1996)
- B. Construct new or replace deteriorated sidewalks/curbs to promote improved pedestrian access to commercial uses from residential areas. This may include:
 - 1. Silver Avenue (both sides from Belt Street to Bridge Street) (1992)

2. Minnesota Street (north side from Belmont Avenue to 200 feet west of Richland Avenue) (1993)
 3. Bridge Street (both sides from the Morris Street project to York Street) (1995)
 4. Nordyke Avenue (east side from Belt Street to Morris Street project) (1995)
- C. Construct new or replace deteriorated sidewalks/curbs to promote safer pedestrian movement along arterial roadways. This may include:
1. Belmont Avenue (both sides from Minnesota Street to Kentucky Avenue) (1993)
 2. Warman Avenue (both sides from I-70 to Morris Street) (1996)
 3. Morris Street (Warman Avenue to Tremont Street) (1996)

If some curbs and/or sidewalks scheduled for construction or replacement require repair before the above mentioned target dates, D.O.T. may complete the work earlier. In that event, the succeeding target dates may be adjusted.

A group comprised of neighborhood residents canvassed the area to determine the need for sidewalk and curb repair or replacement. Their conclusions are represented in the list below. Many of their suggestions included spot repair which will be accomplished with funds other than the \$1 million earmarked for this neighborhood by DOT. Sidewalks and curbs along streets scheduled to be resurfaced will automatically receive necessary curb repair or replacement. If the \$1 million dollar commitment is not needed to complete the above mentioned projects, the following additional sites may be designated for installation of curbs and/or sidewalks:

- Install curbs and sidewalks at the intersection of Wilkins Street and Reisner Street.
- Install curbs and sidewalks on both sides of Westview Drive in the 1800 to 2000 blocks.
- Install sidewalks on the east side of Pershing Avenue from Howard Street to Minnesota Street.
- Install sidewalks on the south side of Miller Street from Sheppard Street to Lee Street.

The following spot repairs should be considered:

1992

- Westview - 1800-2000 blocks, install sidewalks and curbs on both sides.
- Ray - Repair sidewalks from Tremont Street to Warman Avenue.
- Morgan - Repair sidewalks and curbs in the 1700 block. Repair sidewalks from Belmont Avenue to Pershing Avenue.
- Lee - Repair sidewalks from Minnesota Street to Lambert Street.
- Wilkins - Repair sidewalks on the south side of the 1900 block.

1993

- Sheffield - Repair sidewalks and curbs from Morris Street to I-70 and repair sidewalks from Morris Street to Martha Street.
- Howard - Repair curbs and sidewalks on both sides from Pershing Avenue to Belmont Avenue.
- Richland - Repair sidewalks on both sides from Lambert Street to Howard Street.
- Sheppard - Repair sidewalks and curbs from Morris Street to Minnesota Street.
- Reisner - Repair sidewalks in the 1000 and 1100 blocks. Repair sidewalks on both sides from Minnesota Street to Morris Street.
- Kappes - Repair sidewalks from Morris Street to Lambert Street and in the 1100 and 1400 blocks.

1994

- Tremont - Repair sidewalks from Morris Street to I-70.
- Belview - Repair sidewalks and curbs in the 800 block.
- Miller - Repair sidewalks on both sides, from Pershing Street to Belmont Avenue. Repair sidewalks and curbs on both sides from Belmont Street

to Hiatt Street. Repair curbs on the north side from Lee Street to Richland Street.

- Hiatt - Repair sidewalks from Morris Street to Lambert Street.

1995

- Lambert - Repair sidewalks and curbs from Belmont Avenue to Reisner Street.
- Wyoming - Repair sidewalks in the 1700 and 1800 blocks.

1996

- Pershing - Repair sidewalks and curbs from Morris Street to I-70, and install sidewalks from Minnesota Street to Howard Street on the east side.
- Blaine - Repair both sides of the 1100 block. Repair sidewalks on both sides from Miller Street to Minnesota Street.
- Belmont - Repair sidewalk at south west corner of Belmont Avenue and Morris Street.
- Morris - Repair sidewalks and curbs from Lee Street to Tremont Street.

Goal:

Inform the City about neighborhood environmental concerns: noise, odor, and other types of pollution. Improve the neighborhood's access regarding such concerns to the responsible City, State or Federal agency.

Strategy:

Empower the neighborhood to participate in the improvement of environmental quality by establishing a cooperative effort between the City and a committee of representatives of interested neighborhood groups (e.g. WINC, Mary Rigg Center, youth groups).

Specific Action:

- A. A liaison should be named by the City to work with the neighborhood to address environmental concerns and to monitor the actions of enforcement agencies and legislative bodies.
- B. The neighborhood and the liaison should engage in an ongoing education program to determine:
 - 1. Specific causes.
 - 2. Enforcement agencies responsible for specific problems.
 - 3. Legal options/limitations to mitigation.
- C. The neighborhood should network and form coalitions with regional and national organizations which are actively involved in improvement of the environment.
- D. Studies should be conducted within the West Indianapolis/Harding Street area to determine if there has been a higher than normal rate of respiratory disease. This may be a joint effort involving state and local health agencies.
- E. An in-depth air quality study should be conducted within the area.

Goal:

Maintain and support the services of the Mary Rigg Neighborhood Center.

Strategy:

Citizen support for the public and private agencies which maintain and support the center and its services should be encouraged. The Mary Rigg Center should actively solicit financial and volunteer assistance from traditional public and private sources. Residents and the general public should be encouraged to communicate concern about public spending priorities to their elected officials.

Specific Action:

The Mary Rigg Center (Board and Staff) should utilize the West Indianapolis/Harding Street Neighborhood Plan (after adoption by the Metropolitan Development Commission) as an instrument for marketing the neighborhood to the community (individuals, churches, etc.), regional industries, and local charitable foundations. The Plan should be used to reinforce the commitment made to the neighborhood by the City of Indianapolis. This commitment includes:

- \$1 million from the Department of Transportation (streets, curbs and sidewalks)
- \$1 million from the Department of Metropolitan Development (housing programs)
- Tax Abatement Plan
- Harding and Morris Streets (widening)

Goal:

Attract needed businesses to the neighborhood.

Strategy:

New neighborhood oriented commercial development should be encouraged within the West Indianapolis/Harding Street Neighborhood Plan study area. Pharmacies and shops offering basic goods and services have been identified by the Planning Committee as needed. The Plan should contain recommendations to support existing commercial uses as well as attracting redevelopment or new development.

Specific Actions:

- A. The West Indianapolis/Harding Street Neighborhood Plan should include a Land Use Plan to support existing and new commercial development in appropriate locations.
- B. The Plan should include a Zoning Plan to provide greater specificity for recommended commercial development in conjunction with the Land Use Plan.
- C. The Plan should include a Tax Abatement Recommendations Map to provide a clear financial incentive for commercial development where appropriate in conjunction with the Land Use and Zoning Plans.

Goal:

Assure that the "Little Valley" (bounded by Morris Street on the north, Nordyke Avenue on the west, Belt Street and York Street on the south, and White River Parkway West Drive and Drover Street on the east) gets a fair share of any resources distributed to the neighborhood.

Strategy:

The "Little Valley" is included as a geographic portion of the West Indianapolis/Harding Street Neighborhood Plan study area. All recommendations should include the "Little Valley" area.

Specific Action:

The Plan should identify and evaluate needs within the entire study area related to housing, infrastructure, and land use. Note: All broad recommendations for the entire West Indianapolis/Harding Street Neighborhood Plan study area include the "Little Valley" area as much as the remainder of the study area.

Goal:

Increase positive activities for youth within the neighborhood.

Strategy:

Community leadership and interested groups should organize to address youth concerns and list, discuss, and implement youth activity options.

Specific Action:

- A. A consortium of youth program providers and other interested organizations should be formed. This consortium should include representation from:
 - 1. Mary Rigg Center
 - 2. West Indianapolis Neighborhood Congress
 - 3. Neighborhood churches
 - 4. Neighborhood schools
 - 5. Neighborhood youth (representative of those not currently active in organized programs).
 - 6. Others (e.g., Boys and Girls Club of Indianapolis, etc.)
- B. The consortium should utilize a three-step process:
 - 1. Review all youth activity options.
 - 2. Reach consensus for an effective distribution of programmatic responsibilities.
 - 3. Build better communications between program providers and neighborhood youth.

Goal:

Minimize the amount of noise coming from highways, including the planned, widened sections of Harding and Morris Streets.

Strategy:

The West Indianapolis/Harding Street Neighborhood Plan should recommend that improvements to Harding Street and Morris Street include appropriate buffering for noise abatement where possible.

Specific Action:

The "Landscape Plan" included as a portion of the widening project for Harding Street and Morris Street should be designed to minimize noise to abutting uses.

Goal:

Reduce the amount of litter in the alleys.

Strategy:

Neighborhood representatives should coordinate with residents (block by block) to address the problem of litter within the alleys and organize an "alley cleanup". Neighborhood representatives and residents of applicable blocks should serve as an organizing committee.

Specific Action:

Neighborhood representatives and residents of applicable blocks within the West Indianapolis/Harding Street Neighborhood Plan study area should organize an annual "alley cleanup". Organizers should coordinate "alley cleanup" activities with the Indianapolis Department of Public Works for the provision of dumpsters.

Goal:

Develop better communication with Police and Fire Departments.

Strategy:

The neighborhood should develop ongoing communication with the Indianapolis Police Department and the Indianapolis Fire Department by encouraging citizen participation in the City's Crime Watch program.

Specific Action:

Each Crime Watch block club should contact residents in surrounding blocks to encourage them to form additional block clubs.

Goal:

Develop a playground south of Morris Street.

Strategy:

The neighborhood should consult with appropriate organizations to promote development and utilization of existing public facilities south of Morris Street. The neighborhood organization and other interested citizens should explore development and utilization of Ross-Claypool Park at Howard Street and Pershing Avenue or School 46 (Daniel Webster School) at 1702 Miller Street for a playground.

Specific Action:

The West Indianapolis Neighborhood Congress, Mary Rigg Center and other interested neighborhood citizens or groups should:

- A. Contact the Indianapolis Department of Parks and Recreation to arrange a meeting of all interested parties to discuss the need for additional playground facilities at Ross Claypool Park at Howard Street and Pershing Avenue.
- B. Contact Indianapolis Public Schools to investigate the potential for utilizing a portion of the property at School 46 at 1702 Miller Street for playground facilities.

Goal:

Encourage the Indianapolis Public Transportation Corporation (IPTC) to keep current locations of bus stops.

Strategy:

A dialogue with Indianapolis Public Transportation Corporation (IPTC) should be initiated by the neighborhood organization, concerning maintaining existing bus stops.

Specific Action:

The West Indianapolis Neighborhood Congress and Mary Rigg Center should invite IPTC administrative staff to attend a series of meetings in order to communicate public interest in the need for continued and/or enhanced Metro bus service in the West Indianapolis/Harding Street Neighborhood Plan study area.

Goal:

Increase evening operating hours at the library.

Strategy:

Interested individuals and neighborhood organizations should support the library branch and its services by working through the "Friends of the Library" program. Residents should be encouraged to increase use of the neighborhood branch.

Specific Action:

Information about library programs, in general, and "Friends of the Library", in particular, should be publicized through the Mary Rigg newsletter and the neighborhood newspaper. During neighborhood meetings and block club meetings, residents should be encouraged to join "Friends of the Library" and to volunteer their services to its various activities.

HOUSING PLAN

The Housing Plan for the West Indianapolis/Harding Street Neighborhood utilizes a variety of programs to address a wide range of housing categories. While many neighborhoods contain pockets of deteriorated structures which can be targeted for rehabilitation, housing needing attention in the West Indianapolis/Harding Street neighborhood tends to be scattered fairly evenly throughout the geographic area. The housing conditions map does not show a pattern. Therefore, rather than being based on geographic area, assistance should be based on housing assistance categories. The following actions should take place over a three year period:

- A. The Department of Metropolitan Development/Division of Economic and Housing Development (DMD/DEHD) should extensively publicize all program options throughout the neighborhood. Information pamphlets should be distributed to each household within the West Indianapolis/Harding Street Neighborhood Plan study area.
- B. The DMD/DEHD should place a Housing Specialist (a DMD staff person) at a location within the neighborhood one day per week and one evening per month to assist neighborhood residents with housing program activities.
- C. The following broad categories and specific programs for housing improvements should be offered within the West Indianapolis/Harding Street Neighborhood Plan study area:

- 1. Assist existing homeowners.

- a. Homeowner's Home Improvement Loan Program

Definition: A 0% interest rate home improvement loan for very-low income owner-occupants of one to four unit structures, administered by DMD/DEHD with a lien placed on the property. The loan principal is repayable in years one and two of the five year loan term if the property is sold or transferred. One-third of the loan is forgiven each year in years three, four, and five of the term if the homeowner continues to reside there. After five years, the loan is forgiven and the lien is removed. If the property owner sells or vacates the property within the five year period, the loan balance is then due.

Limitation: Recipients of the loan must be at or below 60% of median family income.

b. Low Interest Rehabilitation Loan Program

Definition: A below market rate of interest rehabilitation loan administered by DMD/DEHD for low income owner-occupants of one to four unit homes. Loan funds are to be used for correction of code violations and possibly some general improvements.

Limitation: The loan will be made available to eligible owner-occupants whose income does not exceed 80% of the median family income.

c. Reverse Annuity Mortgage

Definition: A loan offered by some private lending institutions in which homeowners holding clear title may borrow against their own equity income. After the duration of the loan (perhaps as much as ten years), the elderly homeowner may repay the loan, renegotiate or sell the property in favor of a multi family residential arrangement. The elderly homeowner, utilizing the Reverse Annuity Mortgage, is able to increase monthly personal income and still live in their home for many years.

Limitation: Discretion of private lender.

2. Support new housing development.

a. New Home Infill Program

Definition: The New Home Infill Loan Program did not exist in 1991, but may be developed for 1992. Administered by DMD/DEHD, the Program will be designed for low income, first time home buyers who will purchase a newly constructed home on a vacant lot through a partnership of the City and a not-for-profit organization.

Limitation: Residentially planned properties (Land Use Plan) within the West Indianapolis/Harding Street Neighborhood Plan study area.

b. Tax Abatement Recommendations

Definition: The Tax Abatement Recommendations detail a potential schedule for tax abatement of the assessed value of property improvements. As such, the Tax Abatement Recommendations can be an incentive for new residential construction on previously vacant land. Tax abatement is administered by DMD/DEHD and must be approved by the Metropolitan Development Commission.

Limitation: Designated properties within the Tax Abatement Recommendations Map of the West Indianapolis/Harding Street Neighborhood Plan.

c. Residential Distress Tax Abatement

Definition: A tax abatement program in which previously vacant lots, obtained either from a government agency or a tax sale, are residentially developed at one to four units. Recipients of the Residential Distress Tax Abatement are granted 100% property tax abatement for five full years. Residential Distress Tax Abatement is administered by DMD/DEHD and must be approved by the Metropolitan Development Commission.

Limitation: Must be within 1) the area bounded by Nordyke Avenue on the west, Belt and York Streets on the south, Morris Street on the north, White River Parkway West Drive and Drover Street on the east, and 2) the area bounded by Morris Street on the north, Harding Street on the east, Raymond Street on the south, Big Eagle Creek on the west.

3. Assist in providing quality rental housing.

a. Investor-Owner Rehabilitation Loan Program

Definition: A program administered by DMD/DEHD which provides affordable rental housing units to low and very-low income families by providing gap financing to the investor-owner to rehabilitate substandard housing. Funds may be distributed either as a Deferred Payment Loan at a 0% interest rate, forgivable at the date of termination of the minimum period of affordability, or as a payback loan with interest and term determined by the City.

Limitation: At least 20% of a project's completed units must be made available to tenants whose income does not exceed 50% of the median family income; 70% of the units must be occupied by tenants at 60% of the median income and the remaining 10% of the units occupied by tenants at no more than 80% of the median family income.

b. Section 202

Definition: A program administered by the U.S. Department of Housing and Urban Development (HUD) in which a developer is subsidized in the production of multi-family housing for the low to moderate income. A Section 202 project could be developed to house the elderly by a community development corporation or other housing provider, utilizing DMD/DEHD technical assistance. The Section 202 could involve new construction or rehabilitation of existing structure(s).

Limitation: Any parcel(s) recommended for Medium Density Residential use (Land Use Plan/5-15 units per acre) within the West Indianapolis/Harding Street Neighborhood Plan study area.

The Economic and Neighborhood Development section of DEHD also assists income eligible individuals with rehabilitation and emergency repairs through Neighborhood based organizations and not-for-profit groups. In the past, the Mary Rigg Center has received funding for Housing Strategy Rehabilitation for the West Indianapolis/Harding Street area. The Mary Rigg Center should continue to compete for these funds, as it serves a geographical area which is larger than the boundaries of the West Indianapolis/Harding Street Neighborhood. Although funds are being targeted for this neighborhood, housing rehabilitation needs will continue to be a concern outside the targeted neighborhood.

Neighborhood residents should be encouraged to organize a community development corporation (CDC) which would utilize some of the above mentioned sources for improvement of housing. Development of a Section 202 development for the elderly would be an appropriate activity for such a group. The CDC, working with the Indianapolis Neighborhood Housing Partnership, should open an office in the neighborhood. All housing improvement activity, including that administrated by DEHD, could be centralized at one location within the neighborhood in a shared office.

The Neighborhood Development Fund -

Through a competitive process, proposals for neighborhood development are selected and funded through a Community Development Third Party Contract. There are four categories of funding:

1. **Housing Strategy Rehabilitation** - Rehabilitation is directed to income eligible home owners. Major housing components requiring rehabilitation are scheduled over a period of funding rounds based on the severity of need and the overall cost.
2. **Acquisition Rehabilitation** - The recipient intends to acquire or has acquired a parcel in need of rehabilitation or new construction. This parcel will then be rented, leased, or sold to income eligible individuals.
3. **Emergency Home Repair** - Hazardous and life threatening housing components are repaired or replaced for income eligible owner occupants.
4. **Production Initiatives** - This category provides for new and innovative ideas, projects, etc. which may include new construction, substantial rehabilitation, economic development, etc.

Code enforcement is also an important factor in preservation of neighborhoods. Violations of zoning, health, and other codes should be reported immediately to the responsible agencies. Vigilance on the part of neighborhood residents is the best protection. All reported violations should be acted upon immediately by the appropriate agencies.

LAND USE PLAN

The Land Use Plan for the West Indianapolis/Harding Street Neighborhood is designed as a detailed update of the Comprehensive Plan for Marion County as it addresses this area. The Land Use Plan makes recommendations which address specific concerns.

Designation of a specific site on the Land Use Plan map does not mean the land is zoned for that use. The Comprehensive Zoning Maps of Marion County, as amended, officially adopted by the Metropolitan Development Commission Zoning Ordinance 87-AO-2, designate the permitted use. As part of the Comprehensive Plan, the neighborhood Land Use Plan serves as a guide for the direction development should take. When variance and rezoning cases are being considered, information from the Land Use Plan map can be used to substantiate the desirability of a use for a particular site as determined by planners, neighborhood residents, and the Metropolitan Development Commission.

Residential areas should be protected from the encroachment of uses which are detrimental to the single-family character of the neighborhood. Special attention should be given to areas where industrial and commercial uses abut residential areas. When redevelopment or new development is being considered, landscaping and buffering development standards should be strictly enforced. Tree preservation and conservation of green areas should be a top priority for this neighborhood. Driveways and loading areas should be oriented in such a way that truck traffic is diverted away from residential areas.

The Department of Transportation (DOT) will be acquiring all the properties south of Morris Street to Kentucky Avenue, on the west side of Harding Street, to the first alley west of Harding Street. The area is shown in green on the Land Use Plan Map because a wide strip of landscaped green space is planned.

The Land Use Plan makes the following changes from the 1984 Comprehensive Plan recommendations and from the 1979 West Indianapolis Neighborhood Congress Subarea Plan (see Maps 3 & 4, Land Use Plan, pages 40 & 41):

1. Special Commercial District development of the site on the northwest corner of Morris Street and Tremont Street. This will permit a broad range of neighborhood commercial needs, with adequate land use controls to assure regard for compatibility with the residential character north of the site. It is hoped that special characteristics of the site, such as the existing stand of trees, will be preserved.
2. Development of land on the south side of Kentucky Avenue in the 1500 to 1800 blocks, west of Harding Street, for commercial use.

3. Development of land north of Kentucky Avenue between Reisner Street and Harding Street for commercial use.
4. Development of land south of Minnesota Street, east of Belmont Avenue, to medium density residential use. Housing for the elderly and disabled is needed in the neighborhood.
5. Development and revitalization of commercial uses along Howard Street between Sheppard Street and Harding Street.
6. Development of commercial use along Belmont Avenue, north and south of Howard Street.
7. Development and revitalization of commercial use along Morris Street.
8. Designation of public, semi-public use west of Kappes Street on Morris Street.
9. Designation of Office Commercial use for the west side of Harding Street between I-70 and Morris Street.

Alternate Land Use Recommendations for Selected Sites

There are some sites which could be used appropriately in a variety of ways to benefit the neighborhood. Planners and residents must realize that conditions (e.g. real estate market forces, the state of the economy, financial opportunities) may not always support a specific use of a particular site when other uses may be appropriate. Alternative land uses for such locations may need to be considered and documented in the plan.

Alternate uses are recommended in the West Indianapolis/Harding Street Plan for some sites, in the event that conditions are not favorable for the uses recommended on the Land Use Plan Map.

1. The area on the north west corner of Morris Street and Tremont Street has been recommended for special commercial district use, to promote commercial development which is sensitive to issues such as the surrounding residential area and tree preservation. An alternate recommended use is for medium density residential. An example of a desirable alternate use of this site would be Section 202 housing for the elderly.

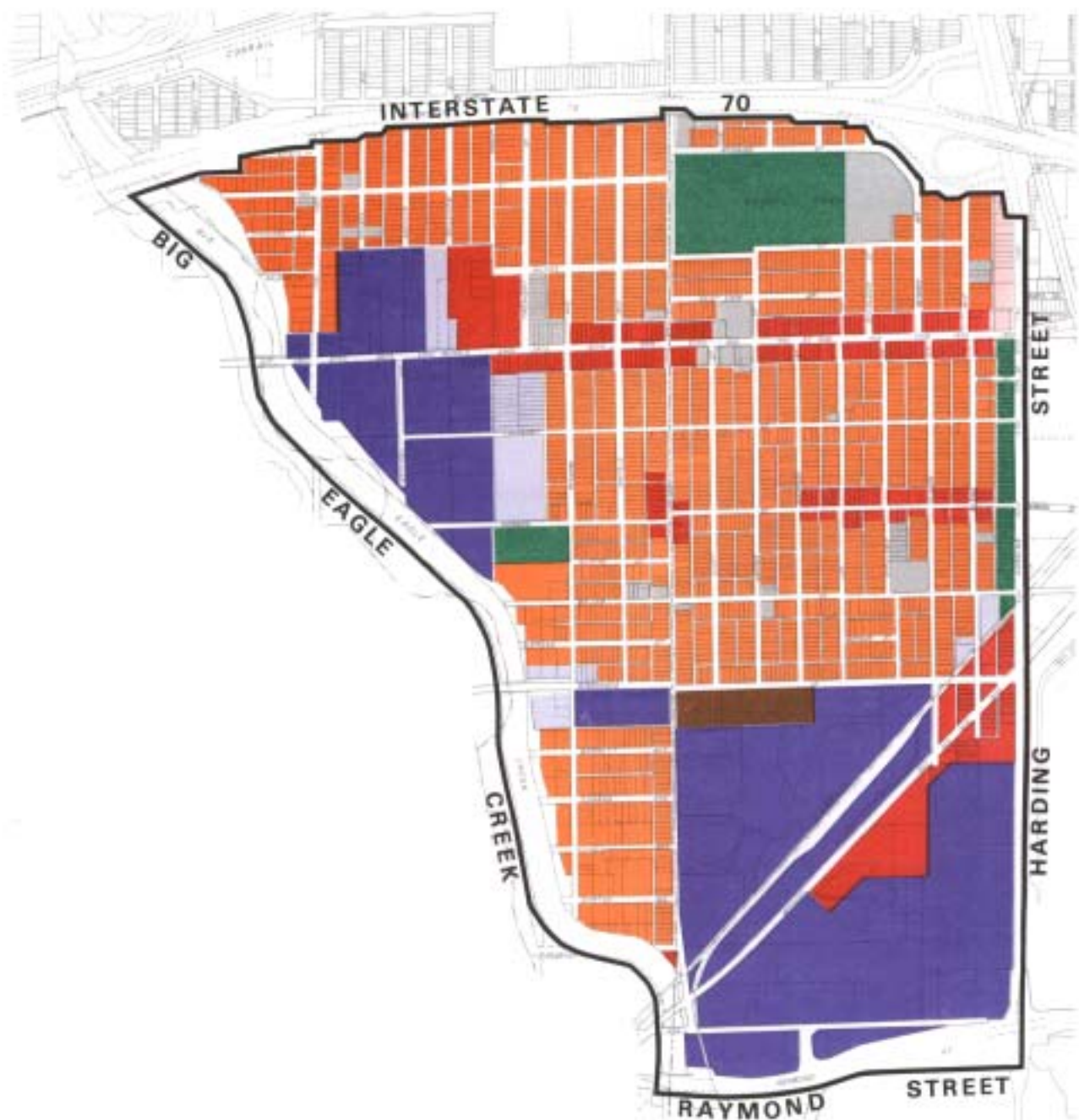
2. Old School 48, on York Street, between Silver Avenue and Nordyke Avenue, is recommended for multi-family residential use. The alternate recommended use is for office commercial. The structure on this site could be appropriately renovated as multi-family units for senior citizen housing. If this is not feasible, office use is also an acceptable alternative.
3. Special uses as noted in the Land Use Plan should include alternate uses to prevent inappropriate reuse, if the special use vacates in the future. Therefore, the alternate land uses for most of the special use sites should be Medium Density Residential. Exceptions are 849 S. Belmont Avenue and 1144 S. Belmont Avenue. The alternate use for these sites should be Office Buffer.

Land Use and Historic Preservation

There are some historically and/or architecturally significant structures located in the West Indianapolis/Harding Street Neighborhood on sites designated for Special Use. The Plan strongly recommends renovation and preservation of these structures, no matter what land use classification may be designated in the future. Because they are listed by the Historic Landmarks Foundation of Indiana as "outstanding" or "notable", special effort should be made to preserve the following structures:

- Nicholas McCarthy School No. 48, 1102 S. York Street; Romanesque Revival, built 1889
- Daniel Webster School No. 46, 1702 W. Miller Street; Neoclassical, built 1926
- F & AM Lodge No. 669, 1600 W. Morris Street; Neoclassical, built 1909
- Assumption Catholic Church, 1117 S. Blaine Avenue; Gothic Revival, built 1894
- Assumption School, 1105 S Blaine; Romanesque Revival, built 1900
- Rhodius Park Community Center, 1001 S. Belmont Avenue, Spanish Mission Revival, built 1922-1925
- Public Library Branch No. 5, 1928 W. Morris Street; Neoclassical, built 1911
- William Penn School No. 49, 1902 W. Morris Street; Neoclassical, built 1910

Future land use decisions should favor those uses which will facilitate preservation of the architectural integrity of the above structures. Such preservation is important to the urban design quality of the neighborhood and will enhance the charm and character of the area.



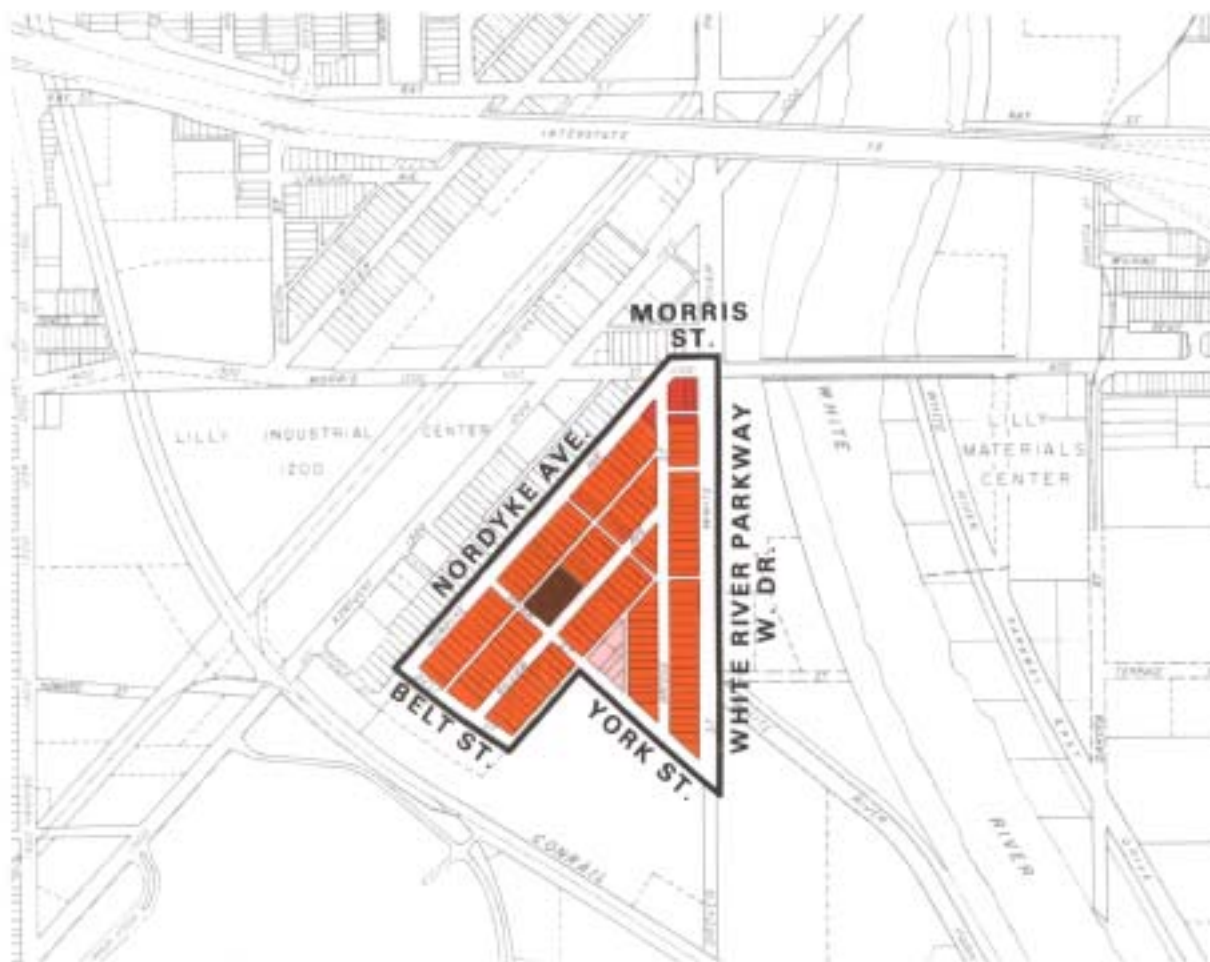
**WEST INDIANAPOLIS/HARDING STREET
NEIGHBORHOOD PLAN
MAP 3 / LAND USE PLAN**

- | | |
|--|--|
| Low Density Residential (2-5 D.U./Acre) | Office Commercial |
| Medium Density Residential (5-15 D.U./Acre) | Retail Commercial |
| | Light Industrial |
| | Heavy Industrial |
| | Parks/Open Space |
| | Special Use |

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Indianapolis-Marion County, Indiana



MORRIS/DROVER AREA WEST INDIANAPOLIS / HARDING STREET NEIGHBORHOOD PLAN

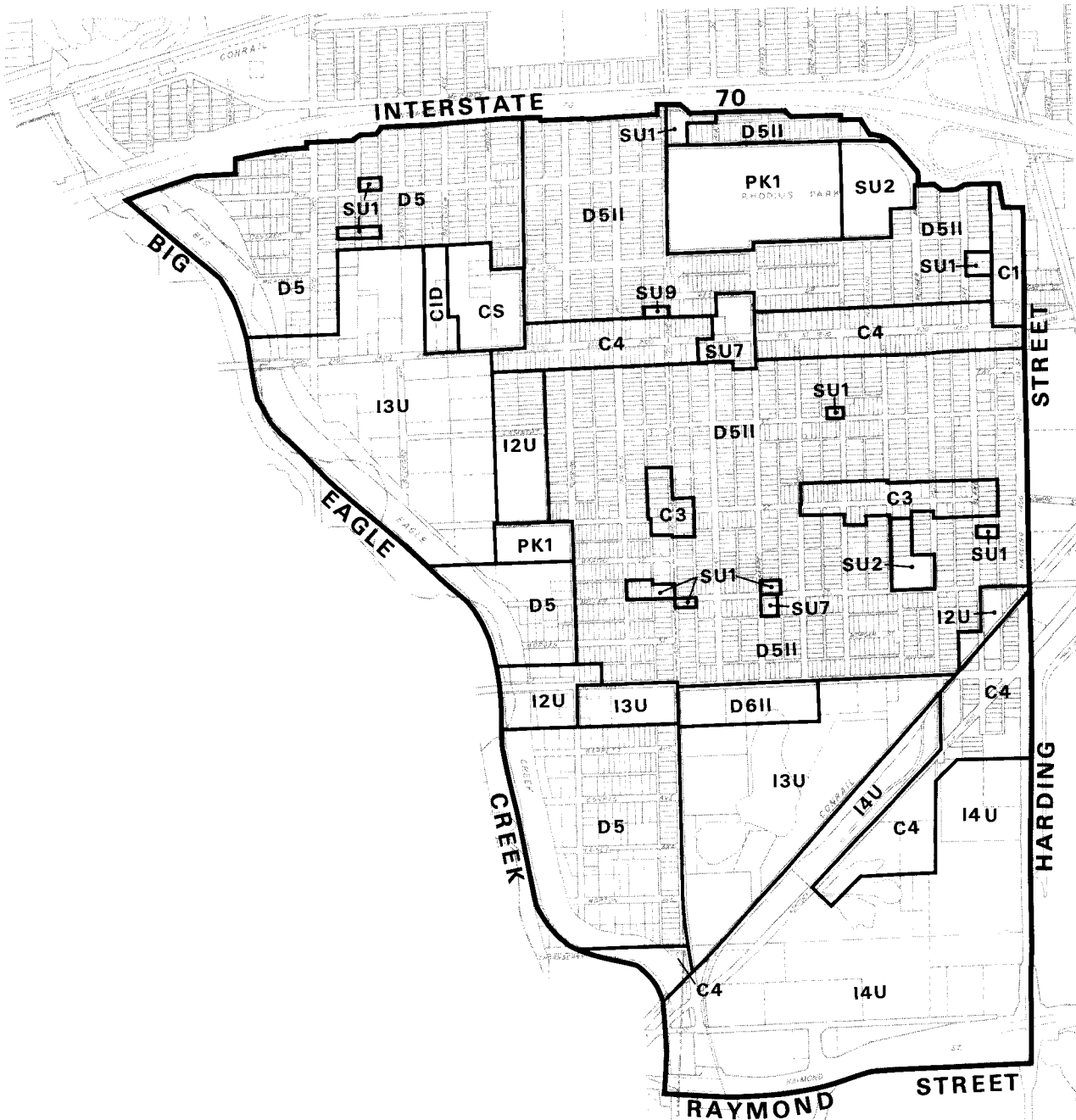
MAP 4/ LAND USE PLAN

- | | |
|---|---|
|  Low Density Residential (2 - 5 D.U./ACRE) |  Office Commercial |
|  Medium Density Residential (5 - 15 D.U./ACRE) |  Retail Commercial |

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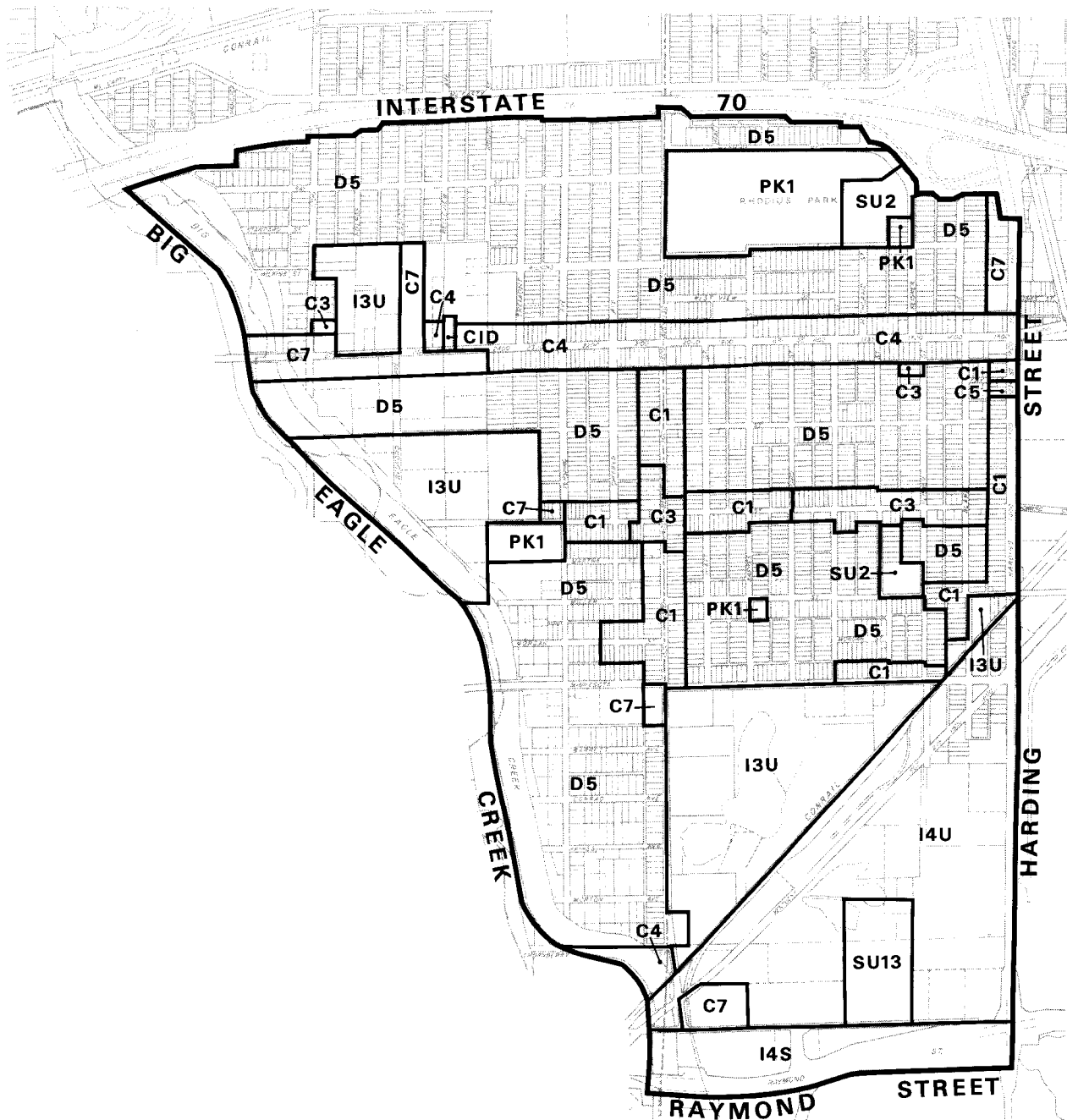
WEST INDIANAPOLIS/HARDING STREET NEIGHBORHOOD PLAN

MAP 5 / ZONING PLAN

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WEST INDIANAPOLIS/HARDING STREET NEIGHBORHOOD PLAN

MAP 6 / 1990 ZONING DISTRICTS

D5 Medium-Density Single-Family Residential

C1 Office Buffer

C3 Neighborhood Commercial

C4 Community-Regional Commercial

C5 General Commercial

C7 High Intensity Commercial

CID Commercial-Industrial Suburban

I3U Medium Industrial Urban

I4S Heavy Industrial Suburban District

I4U Heavy Industrial Urban

PK1 Park District One

SU2 Schools

SU13 Sanitary Landfill

SU14 Garbage Feeding And Disposal

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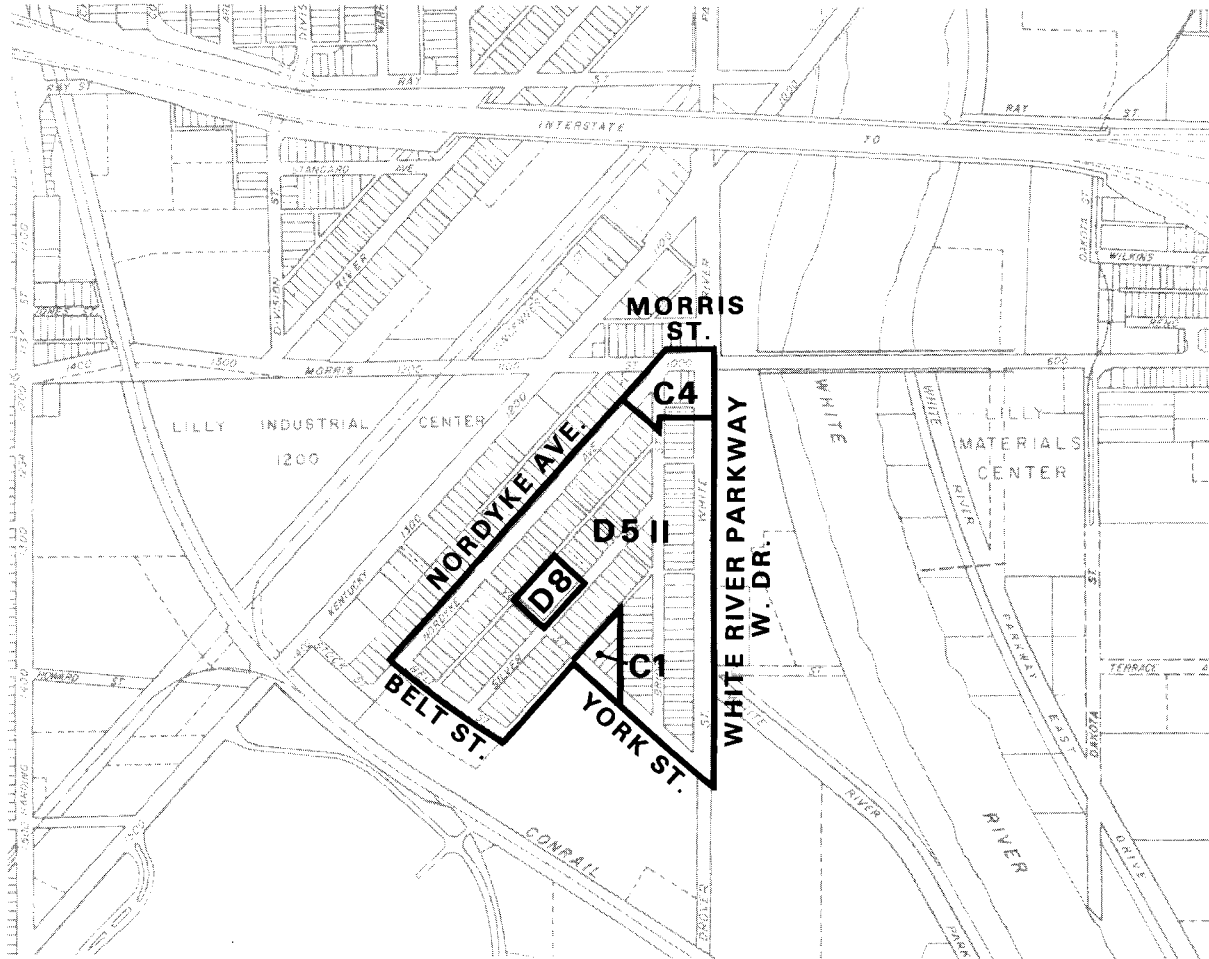
ZONING PLAN

After a review of current zoning and land use problems and evaluation of the zoning history of the area, a zoning plan was developed. The recommended zoning changes in this plan are to be used only as an indication of the most desirable use of various sites in the area. It should not be inferred from the plan that proposed zoning classifications illustrated herein, or on the Zoning Plan Maps (pages 44 and 48), automatically bestow legitimacy on land uses which are in violation of current designations of the zoning ordinance. Rezoning of specific sites are traditionally accomplished only through the petitioning process and must be heard and voted upon by the Metropolitan Development Commission. Zoning recommendations in this plan can not be used to justify use when seeking an Improvement Location Permit or any other type of development permit.

Most of the recommended zoning changes for the West Indianapolis/Harding Street neighborhood are designed to properly designate various properties whose uses, although appropriate, are not supported by the proper zoning classifications. Direction for development is recommended for vacant land in the area. Zoning changes are also recommended for areas which are in transition or would be better suited for a different use. An effort has been made to separate incompatible uses through buffering and transitional uses.

The most substantial zoning recommendation made in the plan calls for the change from Dwelling District Five (D-5) classification to the Dwelling District Five-Two (D-5II) classification in much of the residential area in the eastern part of the neighborhood. The D-5II District's development standards more closely resemble conditions present in the West Indianapolis/Harding Street Neighborhood than do the development standards of the D-5 District. For example, the D-5 regulation calls for minimum lot width at the required setback line to be 50 feet. Yet, most of the lots in this neighborhood and other older parts of the city are 40 feet wide or less. The D-5II regulation calls for only a minimum lot width of 40 feet which is compatible with most of the lots in the older areas of the West Indianapolis/Harding Street Neighborhood.

The D-5II District's application may be found within built-up areas of the community where redevelopment is occurring or where infill development is necessary. In older parts of the city which were developed before current standards were adopted, renovation and infill development is often made difficult because structures which are compatible with existing development do not meet the D-5 requirements. Revitalization of these areas often requires extensive variances of required development standards. Rezoning to the D-5II classification would facilitate revitalization in the neighborhood by eliminating this regulatory hurdle.



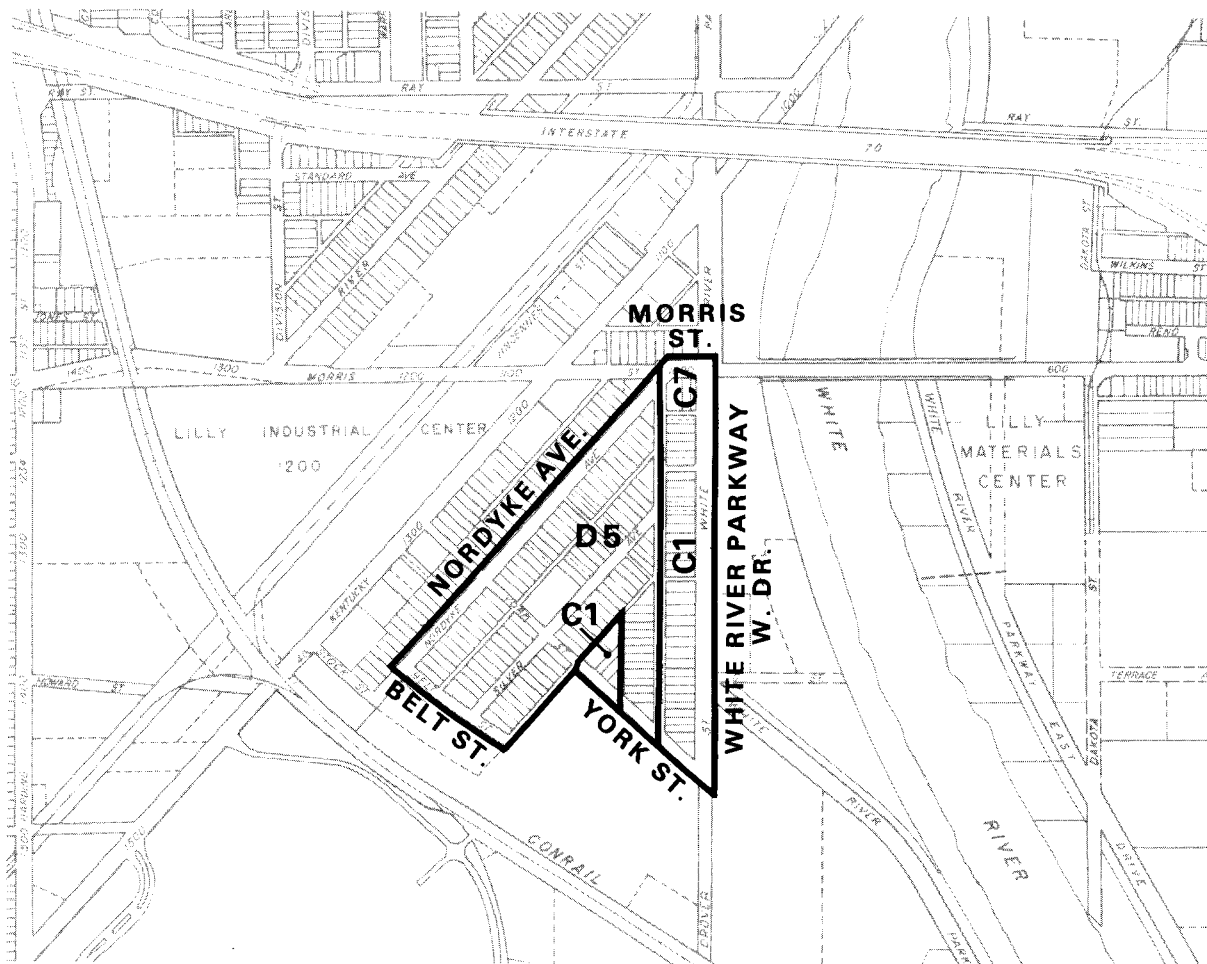
MORRIS/DROVER AREA WEST INDIANAPOLIS / HARDING STREET NEIGHBORHOOD PLAN

MAP 7 / ZONING PLAN

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MORRIS/DROVER AREA WEST INDIANAPOLIS / HARDING STREET NEIGHBORHOOD PLAN

MAP 8 / 1990 ZONING DISTRICTS

D5 Medium-High Density Single-Family Residential

C1 Office Buffer

C7 High Intensity Commercial

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Strips of lots along Belmont Avenue and Howard, Minnesota, and Bridge Streets were previously designated for Office Buffer District (C-1) use. The land use of these sites has been residential for many years. Office buffer development would not be appropriate for these properties. Many are not large enough to adhere to the minimum setback, parking and buffering requirements of the C-1 district standards. Also, the conversion of housing to office space should not be encouraged. Therefore the zoning plan recommends changing these sections from the C-1 to the D-5II classification.

Special Commercial District (C-S) is recommended for the site located on the northwest corner of Morris Street and Tremont Street. Some other minor changes have been noted on the Zoning Plan Maps.

The Zoning Plan is intended as a guide for development and revitalization. Total implementation would require a concerted effort on the part of individual property owners and the City to rezone large sections of the neighborhood. However, property owners wishing to pursue this option by joining with adjacent landowners to petition for a change of zoning classification should be encouraged. Also, rezoning to the desirable classification can be recommended by staff when development petitions come before the Metropolitan Development Commission. Realistically, the plan is a guide for incremental change, not a mandate for immediate action.

Alternate Zoning Recommendations for Selected Sites

There are two sites which have been designated with alternate zoning classifications. See Alternate Land Use Recommendations for Selected Sites, page 38.

1. Northwest corner of Morris Street and Tremont Street
Recommended zoning classification: Special Commercial District (C-S)
Alternate zoning classification: Dwelling District Eight (D-8)
2. Old School 48
Recommended zoning classification: Dwelling District Eight (D-8)
Alternate zoning classification: Office - Buffer District (C-1)



WEST INDIANAPOLIS/HARDING STREET NEIGHBORHOOD PLAN

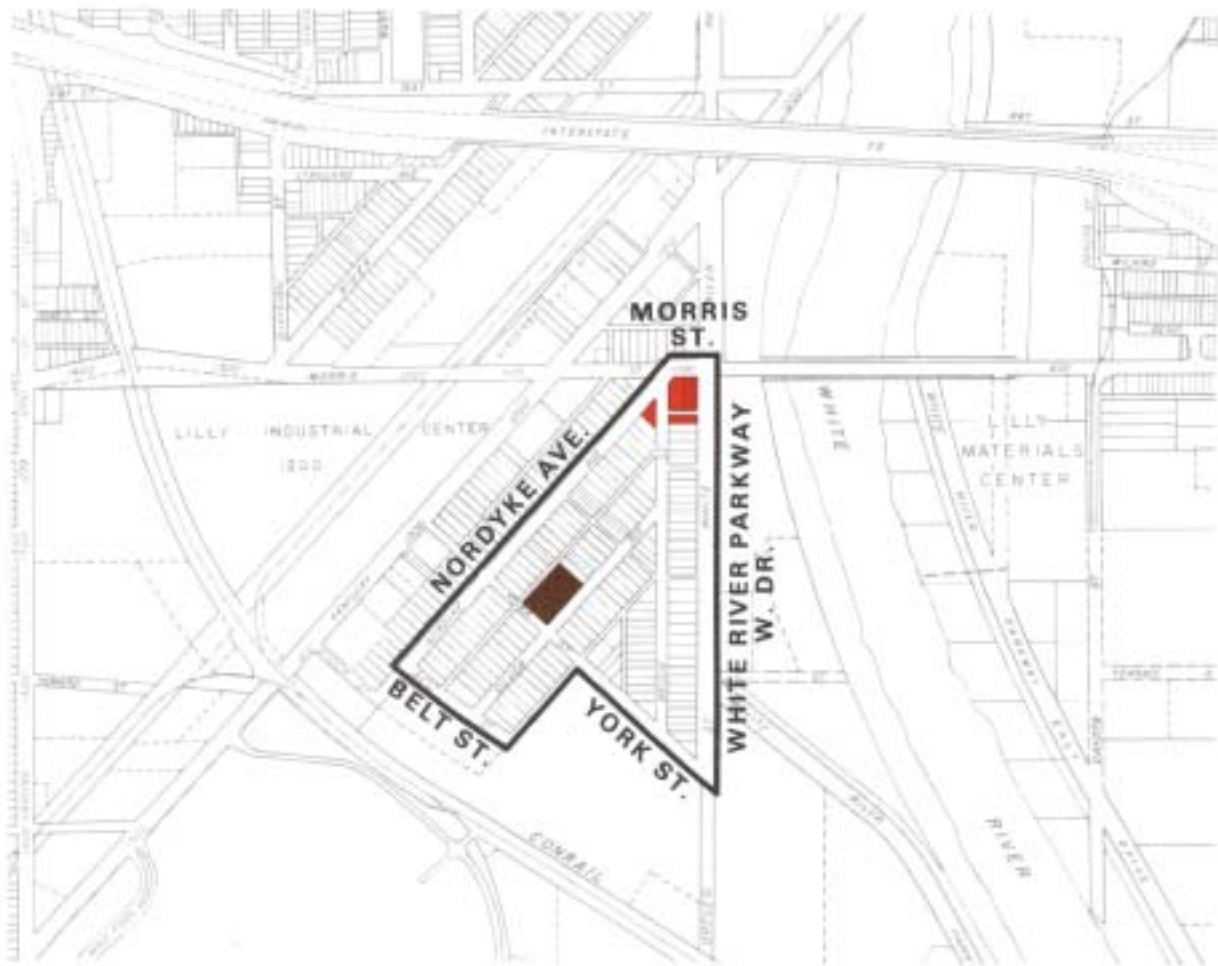
MAP 9 / TAX ABATEMENT RECOMMENDATIONS

- Up To 10 Years Multi-Family
- Up To 10 Years Commercial
- Up To 10 Years Light Industrial
- Up To 10 Years Heavy Industrial

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MORRIS/DROVER AREA WEST INDIANAPOLIS / HARDING STREET NEIGHBORHOOD PLAN

MAP 10/TAX ABATEMENT RECOMMENDATIONS

Up To 10 Years Multi-Family

Up To 10 Years Commercial

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Indianapolis Marion County, Indiana

RECOMMENDED TAX ABATEMENT DEDUCTION PERIODS FOR THE WEST INDIANAPOLIS/HARDING STREET NEIGHBORHOOD PLAN

The Metropolitan Development Commission of the City of Indianapolis can, by resolution, allow a partial abatement of property taxes attributable to "economic revitalization areas". The major criteria in designating an area an "economic revitalization area" is as follows.

"Whether there is compliance with the following statutory criterion: '(the area)...has become undesirable for, or impossible of, normal development and occupancy because of a lack of development, cessation of growth, deterioration of improvements or character of occupancy, age, obsolescence, substandard buildings or other factors which have impaired values or prevent a normal development of property or use of property.'"

In January of 1986, the Metropolitan Development Commission approved a resolution which allows enhanced tax abatement potentials for areas with an adopted neighborhood plan or corridor study.

Under terms of the resolution commercial, industrial and multi-family residential projects within the Indianapolis police and fire district are potentially eligible for up to a three, six or ten year abatement of the increased real property assessed value on improvements made to the property. If, however, "...the project is located in a redevelopment area, local historic district or area which is the subject of a subarea plan (e.g., neighborhood plan, corridor plan) relative to which the Commission has adopted, by resolution, a policy stating the eligibility for economic revitalization area designation, the Commission shall use the tax abatement policy for the redevelopment area, historic district or subarea in determining whether economic revitalization area designation should be granted and if so, for what deduction period,..."

This tool has been applied to the West Indianapolis/Harding Street area to assist plan implementation and revitalization of those areas currently suffering the greatest signs of disinvestment and/or deterioration.

Maps 9 & 10, pages 52 & 53, show the recommended maximum potential tax abatement deduction periods for the West Indianapolis/Harding Street area. Those businesses/sites which meet the Metropolitan Development Commission's standards, and are or will be in conformance with aspects of this plan, may receive up to the maximum tax abatement deduction periods shown.

Because there are alternate land use recommendations for some sites within this neighborhood, the tax abatement plan may also include alternatives. Old School 48, in the Little Valley area, has an alternative recommended use of office-buffer (C-1). The plan recommends a maximum tax abatement period of ten years for this site for office use.

An application for tax abatement must be filed prior to obtaining a building permit or starting construction. This plan recommends the maximum abatement period for which these specific properties are eligible to be considered; it does not guarantee approval for abatement.



WEST INDIANAPOLIS/HARDING STREET NEIGHBORHOOD PLAN

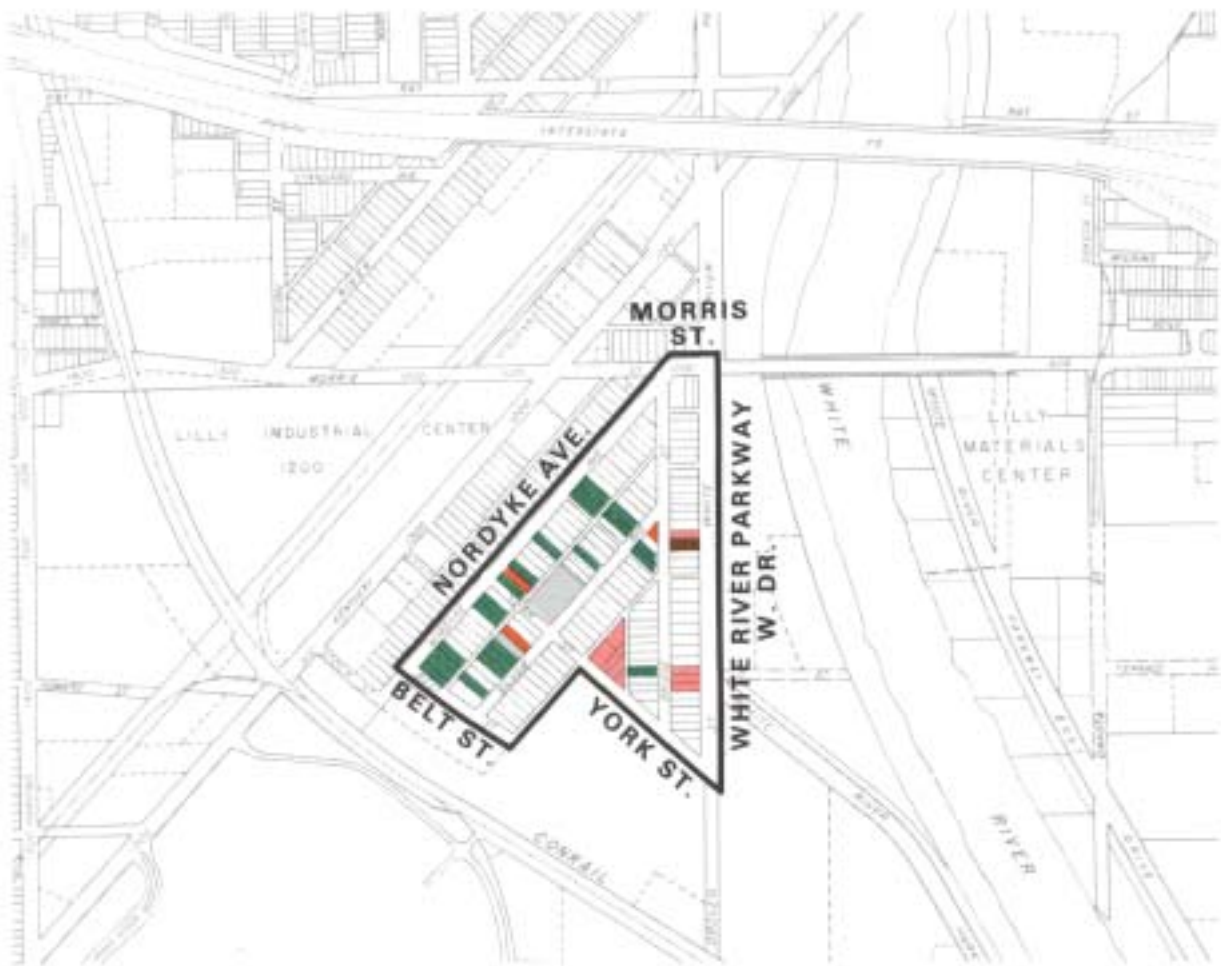
MAP 11/ 1991 REDEVELOPEMENT OPPORTUNITIES

- Vacant Industrial Structure
- Vacant Commercial Structure
- Vacant Industrially Zoned Land
- Vacant Commercially Zoned
- Vacant Residentially Zoned Land
- Vacant Single-Family Residential Structure

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APRIL, 1991
Department of Metropolitan Development
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Indianapolis Marion County, Indiana



MORRIS/DROVER AREA WEST INDIANAPOLIS / HARDING STREET NEIGHBORHOOD PLAN

MAP 12/1991 REDEVELOPMENT OPPORTUNITIES

- Vacant Residentially Zoned Land
- Vacant Commercially Zoned Land
- Vacant Single-Family Residential Structure
- Vacant Multi-Family Residential Structure
- Vacant Special Use Structure

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Department of Metropolitan Development
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Indianapolis-Marion County, Indiana

PART TWO: DATA INVENTORY

HISTORY

The West Indianapolis/Harding Street Neighborhood is one of the older neighborhoods in the City. The earliest residents arrived in the 1820's, many coming from Kentucky, Tennessee and southern Indiana. The area between White River and Big Eagle Creek, south of the Conrail tracks and north of Raymond Street was first incorporated as the town of West Indianapolis in 1882, and in 1890 had a population of 3,527. West Indianapolis became an incorporated city in 1894, and was annexed into the City of Indianapolis in 1897. Much of the housing stock in the neighborhood was built prior to 1900.

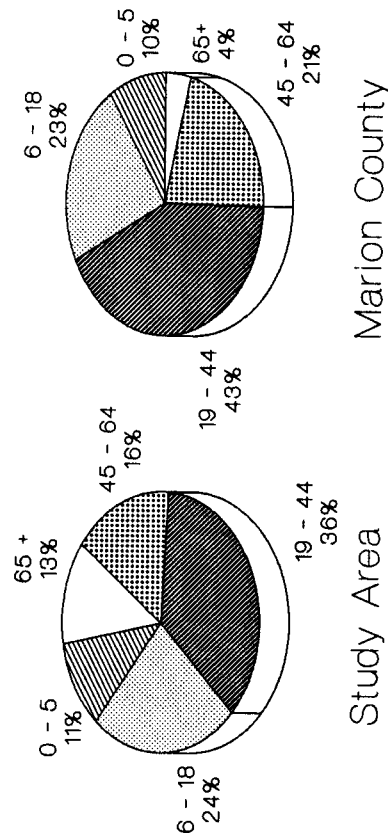
Parts of the neighborhood have been industrialized for well over 100 years. The West Indianapolis/Harding Street Neighborhood is part of the largest area of industrial concentration within the City. Industries such as National Starch and Chemical Corporation and the Indianapolis Stockyards were established before 1880. The current site of the General Motors Chevrolet Division factory, located on Oliver Avenue, just north of the study area, was in use as early as 1911 by the Perry Manufacturing Company, which built carts, wagons, and carriages. The residential areas of the West Indianapolis neighborhood developed as a result of growth of the factories along the Belt Railroad which was constructed in the 1870's around the south side of the City.

DEMOGRAPHIC PROFILE

Evaluation of demographic characteristics of the neighborhood is an important step in formulating any neighborhood plan. Distribution of age groups, makeup of households, and other pertinent information give an indication of services needed, land use requirements, housing requirements, and other components which should be included in the final plan.

This neighborhood is located just southwest of the Indianapolis Regional Center and west of White River. The boundaries for part of this study are Harding Street on the east, Raymond Street on the south, Big Eagle Creek on the west, and I-70 on the north. The Morris-Drover area, which is outside the above boundaries, has been included in this study. It is a triangular shaped neighborhood located south of Morris Street between Nordyke Street on the west and White River Parkway West Drive and Drover Street on the east. Also referred to as the "Little Valley," "Nordyke" area, or the "Old School 48" area, it is bounded on the south by York Street and Belt Street. These seven city blocks are the remnants of what was once an extensive neighborhood of homes

POPULATION BY AGE GROUPS West Indianapolis/Harding Street Neighborhood



Census Data
West Indianapolis/Harding Street
Demographic Area

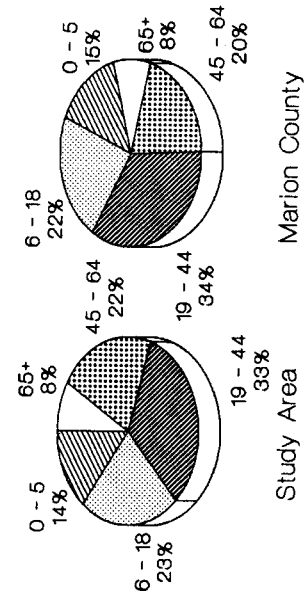
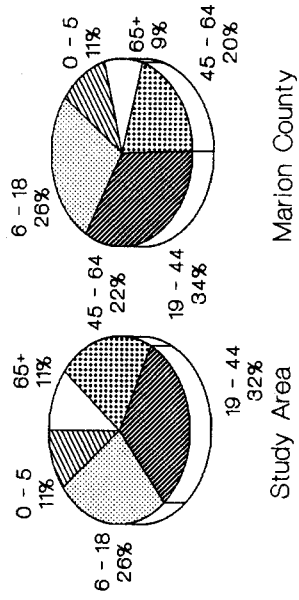


CHART 1

for workers of thriving industries on the near south side. Over the years, industrial encroachment has reduced the neighborhood to an isolated, residential area totally surrounded by industrial sites (see Map 14b, page 85).

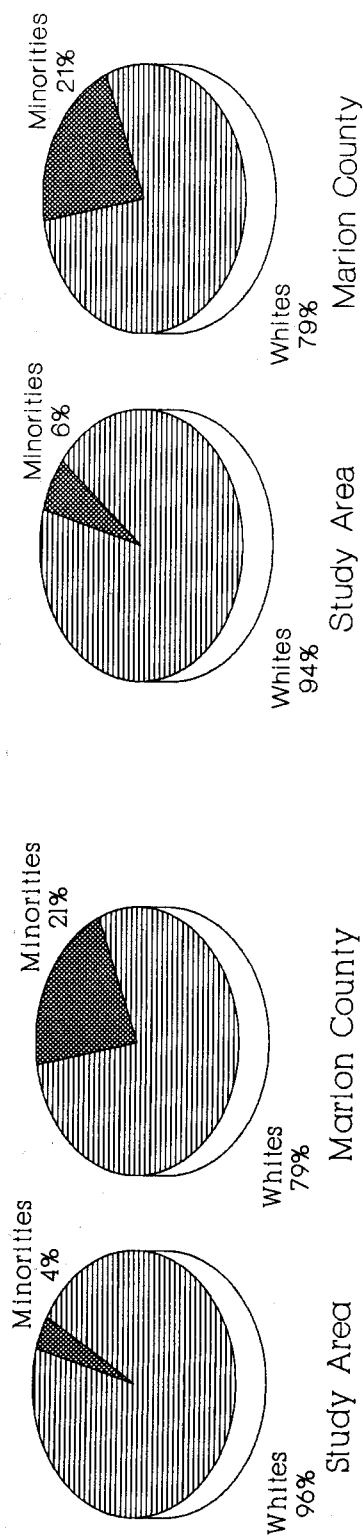
Reliable indicators of change are difficult to track in this neighborhood because of census tract changes between 1960, 1970 and 1980. These occurred because of changes in man made boundaries. The construction of I-70 removed numerous structures from the area. This resulted in a significant reduction in the populated area defined by the data. This destroyed much of the potential for data comparisons over time.

There are two census tracts which make up the West Indianapolis/Harding Street Neighborhood. However, the boundaries of these census tracts include land north of I-70 and land to the south and east which is outside the neighborhood. Therefore, demographic analysis will include this additional area. In this document, the two census tract area will be referred to as the "West Indianapolis/Harding Street Neighborhood Demographic Area" or the "demographic area." Where statistical information is available for smaller geographic areas which coincide with the actual boundaries of the neighborhood, such information will be referred to as "block level data."

At this writing, very little census data for 1990 is available. Therefore, the plan will use 1980 Census information, unless 1990 Census data has been released or current data has been collected in the field (housing data was collected in this manner).

Population

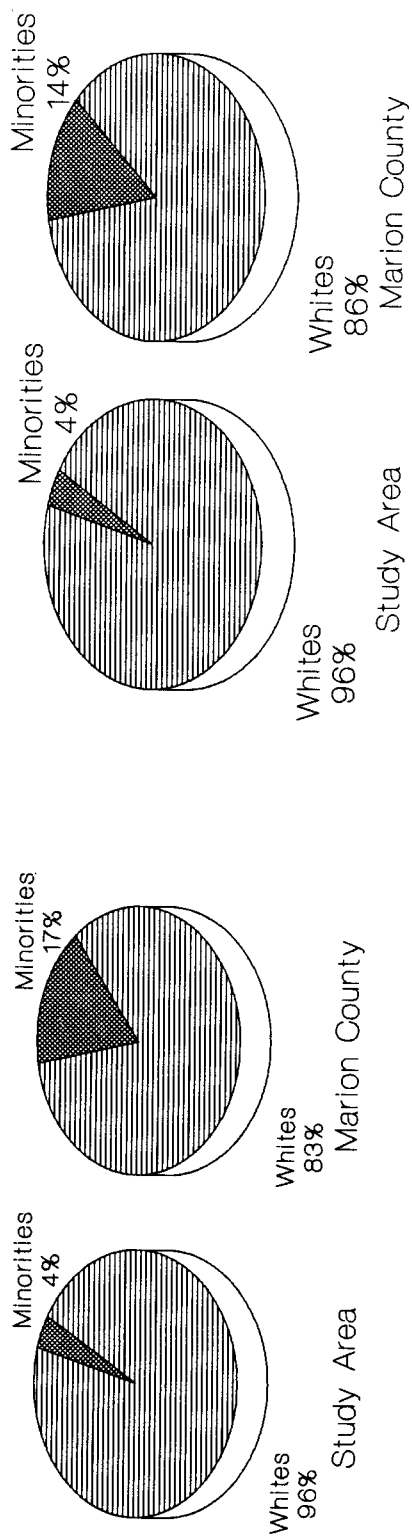
According to census information, there were 8620 persons living in the demographic area in 1980. In 1990 there were 7814. This is a 9.3 percent decrease in population. During the same ten year period there was a 12.7% decrease in population for Center Township and a 4.2% increase for Marion County. There was a 15% decrease in population of the study area between 1960 and 1970. This contrasts with the 13.6% increase in population experienced in Marion County as a whole during that time period. Much of the decrease can be attributed to the displacement caused by the construction of I-70. Population continued to decline in the study area between 1970 and 1980. During the same period, the population of Marion County increased by 4.2%. Block level census figures for 1990 show a total of 2365 persons living in the West Indianapolis/Harding Street Neighborhood. This is a 9% decline in population from 1980.



1990

1980

RACIAL DISTRIBUTION 1960 to 1990



1970

1960

CHART 2

Block Level Information

Age

In 1960 the age distribution of the population in the study area was very similar to that of Marion County as a whole (see Chart 1, page 64). Between 1960 and 1970 the population over the age of 65 increased from 8% to 11%. By 1980 it had increased to 13%. During this same time period, the population age 65 and older in Marion County had decreased to 4% of the total population. In 1980, almost half the population of the West Indianapolis Neighborhood was comprised of persons 18 or younger and 65 or older. This contrasted with these age groups in Marion County which comprised a little over one third of the population.

Limited information on age distribution is available from the 1990 Census. Persons under the age of 18 comprise a smaller percent of total population than they did in 1980. In 1980 the percentages were: Marion County -28.2%, Center Township - 30.4%, West Indianapolis/Harding Street Demographic Area - 30.8%. Figures for 1990 show the percentages to be 25.5%, 27.8%, and 26.7% respectively.

Racial Composition

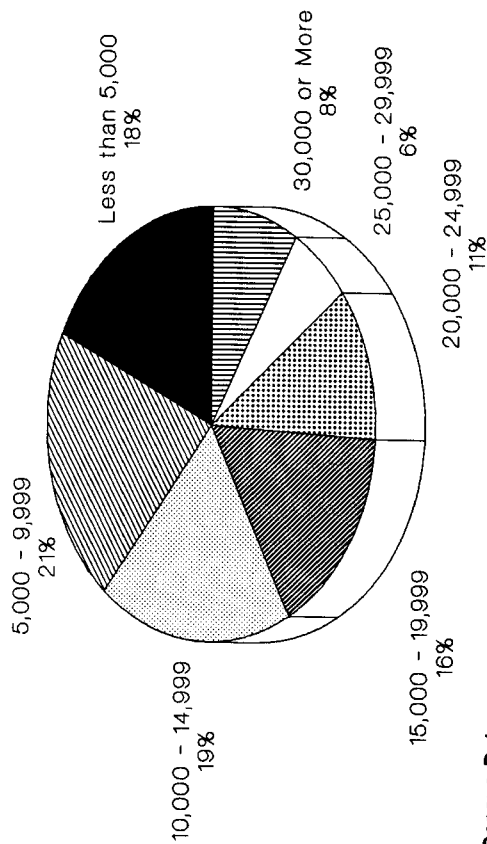
The neighborhood is made up almost entirely of members of the Caucasian race. There is a small community of African-Americans in the southwest part of the neighborhood. This community has been a part of the neighborhood for many years.

Research of Polk's City Directory shows some families have been living in this part of the neighborhood for over 60 years. From 1970 to 1980 the percentage of minorities living in the study area increased from 4% to 6%. During that same period the percentage of minorities in Marion County increased from 17% to 21% (see Chart 2, page 66).

Census figures for 1990 show that only 3.8% of the demographic area population is made up of minorities. In Marion County, minorities comprise 20.4% of the population.

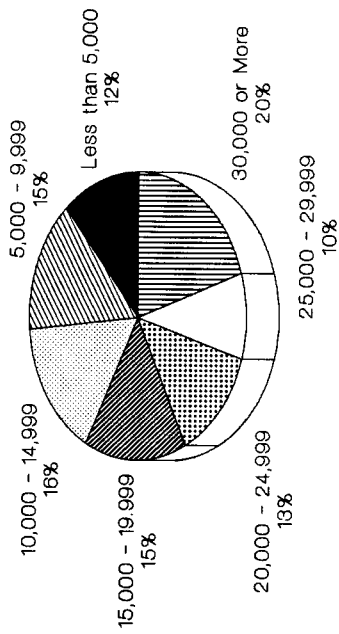
In Center Township, 41.4% of the population is made up of minorities. Figures in Chart 2 shows that, while minority population for the county and township have increased steadily, minority population in the demographic area has actually declined slightly. Block level census figures for 1990 show a 25% decline in the African-American population in the neighborhood between 1980 and 1990.

1979 INCOME OF HOUSEHOLDS West Indianapolis/Harding Street Neighborhood



1980 Census Data

MARION COUNTY



CENTER TOWNSHIP

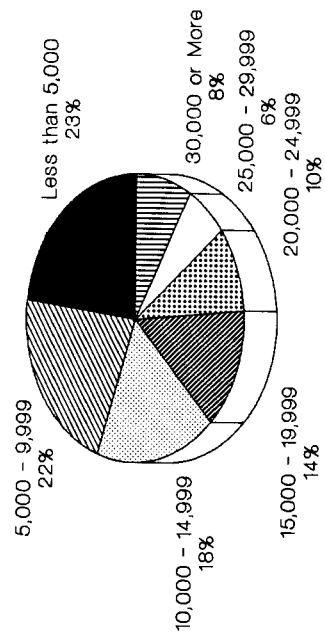


CHART 3

Income

In 1979, the latest year for which reliable figures are available, low income households constituted a smaller percent of the population of the West Indianapolis Harding Street demographic area than for Center Township. However, a much larger percentage of households in the study area had lower incomes than households in Marion County as a whole (see Chart 3, page 68, for comparisons.)

Low income households, defined as those earning 50 to 80 percent of the area median income, made up somewhat less than 19% of total neighborhood households. Very low income households, defined as those earning less than 50 percent of median income, made up about 38% of neighborhood households.

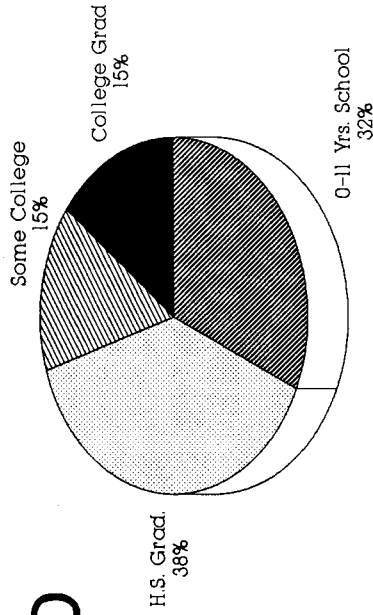
According to census figures, slightly over 16% of persons in the study area were below the poverty level. The poverty "threshold" varies by family size, number of children and age of the family householder or unrelated individual. Approximately 11% of households in Marion County and 23% in Center township were considered to be under the poverty level in 1979.

Education

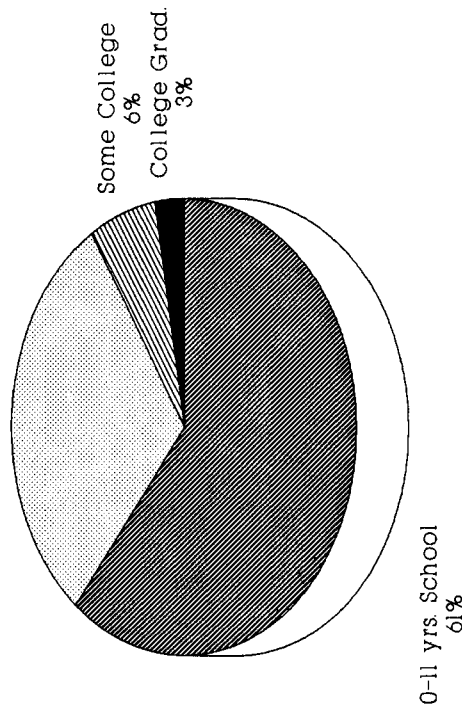
In 1980 the level of formal education was lower for the West Indianapolis/Harding Street Neighborhood than for Marion County or for Center and Wayne Townships (see Chart 4, page 70). Fewer than half the adult residents had completed high school.

WEST INDIANAPOLIS/HARDING STREET NEIGHBORHOOD

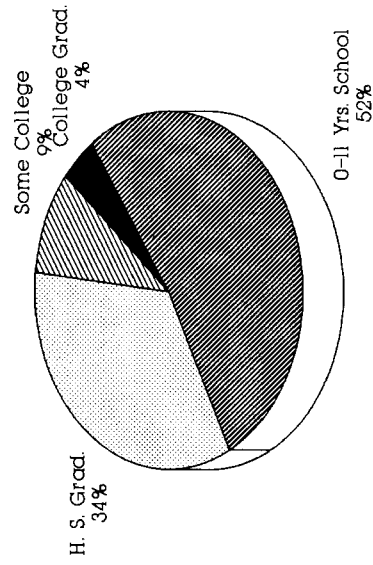
EDUCATION COMPLETED Population 18 Years and Older



MARION COUNTY



DEMOGRAPHIC AREA



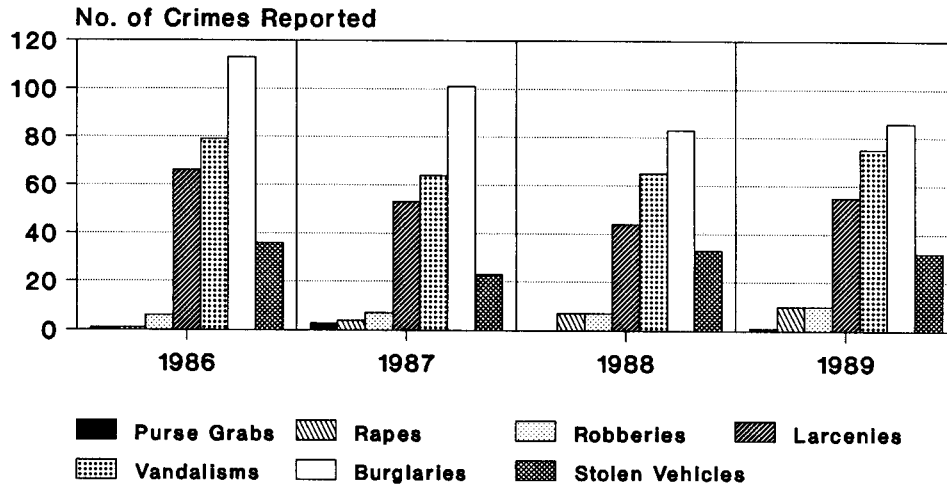
CENTER TOWNSHIP

1980 Census Data

CHART 4

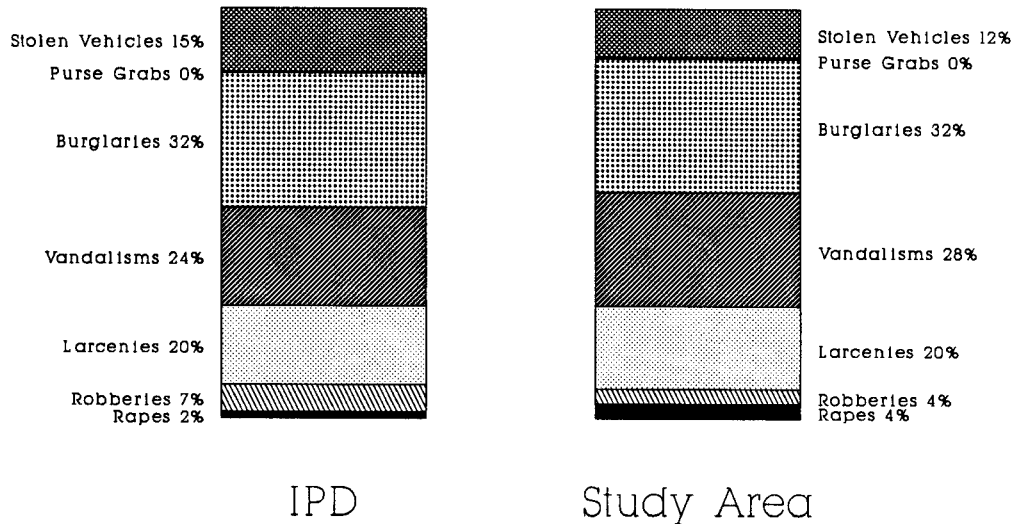
REPORTED CRIME

West Indianapolis/Harding Street Neighborhood



IPD Crime Reports for 1989

Comparison of City and Neighborhood



Report prepared from D/C Campbell's
Office from PS9320J

Chart 5

POLICE PROTECTION

There are four police "roll call" sites which provide protection to the portion of the city covered by IPD (Indianapolis Police Department) jurisdiction:

- Quadrant I (Adam) - 4209 N. College Avenue
- Quadrant II (Boy) - 30th and Rural St.
- Quadrant III (Charles) - 1147 S. Madison Ave.
- Quadrant IV (David) - 1135 W. Michigan Road

Each site is expected to be a "quadrant headquarters" manned 24 hours per day. Several of the sites also have community rooms that are be shared with the neighborhood.

Charles Sector provides protection to the West Indianapolis/Harding Street Neighborhood. This facility is manned 24 hours per day.

Crime Statistics

IPD classifies crimes into two categories: preventable and non-preventable. Preventable crimes are those that can be prevented with increased police patrol. These are the crimes that are included on the police crime grids and are compared over a period of years. Chart 5, on page 71, shows the number of preventable crimes reported in the study area from 1986 to 1989. These figures represent only "reported crime".

The highest instances of crime in the West Indianapolis Neighborhood are in the Burglary, Vandalism, and Vehicle Related Larceny categories. In the past four years, Burglary decreased from 1986 to 1988, but increased again in 1989. Rapes and Robberies increased over the four year period.

Prior to 1988, Residence Burglaries and Business Burglaries were grouped in the same category. Business Burglaries comprised about 20% of the total in 1988 and 16% in 1989.

PARKS AND OPEN SPACE

There are two parks within the study area: one community park and one sub-neighborhood park. Sub-neighborhood parks offer green areas in those urban locations where yard space is limited or in areas not served by any other park. Community parks offer a wide range of leisure activities that many times include a community center. The parks located in the study area include:

Rhodium Park, a community park, which is bounded by Wyoming Street on the north, Reisner Street on the east, Wilkins Street on the south and Belmont Avenue on the west.

Ross-Claypool Park, a sub-neighborhood park, is located on the southwest corner of the intersection of Howard Street and Pershing Avenue.

Rhodium Park is a community park covering 33 acres. However, approximately four and one-half acres of open space will be used for an elementary school for the Indianapolis Public School system. The park includes a community center, outdoor swimming pool, picnic area, tennis courts, ball fields, and other amenities.

Ross-Claypool Park consists of 4 acres. It includes picnic areas, baseball fields, and basketball courts. A shelter located in the park was recently demolished and has not been replaced.

Former Miller-Kappes Park, located on the southeast corner of Miller and Kappes Streets, was a one-half acre sub-neighborhood park which consisted of a community center with a gym and a playground. It was sold and was, for several years, used as center for senior citizens. It is now being used to house a school for the Head Start Program.

There is very little public open space along Big Eagle Creek. Private property extends to the levee along the creek for most of its length through the neighborhood. Because of this, public access to the creek is limited and opportunities for the creation of linear trails or public green space appear to be restricted.



WEST INDIANAPOLIS/HARDING STREET NEIGHBORHOOD PLAN

MAP 13 / TRANSPORTATION-1990 FUNCTIONAL CLASSIFICATION SYSTEM

- | | |
|--------------------|-----------------------|
| Bus Route 24 | —— Primary Arterial |
| Truck Route | —— Secondary Arterial |
| Freeway | Collector |
| Expressway | |

The preparation of this map
was financed in part by a
Community Development Block Grant



APRIL, 1997
Department of Metropolitan Development
Division of Planning
Indianapolis-Marion County, Indiana

TRANSPORTATION

The street pattern within the West Indianapolis/Harding Street Neighborhood is typical of those in most older parts of the City (see Map 13, page 76). Many of the streets in the original grid were cut off when I-70 was constructed. Also, most of the east and west streets end at Big Eagle Creek. Only three streets (Morris Street, Minnesota Street, and Raymond Street) carry vehicular traffic from the neighborhood to the west. Only Belmont Avenue and Harding Street route vehicular traffic from the north to the south.

These residential streets were platted at a time when street cars and walking were the most widely used forms of transportation. Such streets were never intended to be used by large tractor trailers or modern automobiles; nor was the neighborhood designed for families owning numerous automobiles. Single car garages, accessed by narrow alleys, are typically the only off street parking available. Commercial establishments built around the turn of the century lack adequate parking and loading facilities by current standards. Narrow streets and lack of on-site parking make the flow of traffic through the neighborhood difficult at times.

While I-70, Raymond Street, Kentucky Avenue, and Harding Street are the only posted truck routes, trucks often travel on other streets within the neighborhood. This has contributed to the deterioration of streets and curbs. When new School 49 is completed, routing of school buses through residential streets may present problems.

Public Transportation

Public transportation is important because of the large number of elderly and low income residents in the neighborhood (see Chart 1, page 64, and Chart 3, page 68). The neighborhood is served by the Indianapolis Public Transportation Corporation (METRO). METRO buses run along Morris Street. During part of the day the bus is routed along Reisner Street, Howard Street, and Pershing Avenue. There are approximately 20 trips between the neighborhood and the downtown area each day of the work week. On Saturday there are 14 trips. There is no Sunday or holiday service to the neighborhood.

Truck Routes

Designated truck routes in Indianapolis are designed to facilitate access to all areas of the city without forcing truck traffic to penetrate generally residential or congested areas. The routes include primary and secondary routes, with the highest truck volumes occurring on primary routes. The Indianapolis Code only limits truck movement according to street weight limitations. Although truck route signs are posted, trucks often travel on residential streets. Truck routes are only recommended by the Indianapolis Department of Transportation, not required by statute. Weight limitations are enforceable, although enforcement is often difficult.

| <u>Street Segment</u> | <u>Type of Route</u> |
|--|----------------------|
| I-70 from Big Eagle Creek to Harding Street | Primary |
| Kentucky Avenue from Big Eagle Creek to Harding Street | Primary |
| Harding Street from I-70 to Raymond Street | Primary |
| Minnesota from Harding Street to Big Eagle Creek | Secondary |

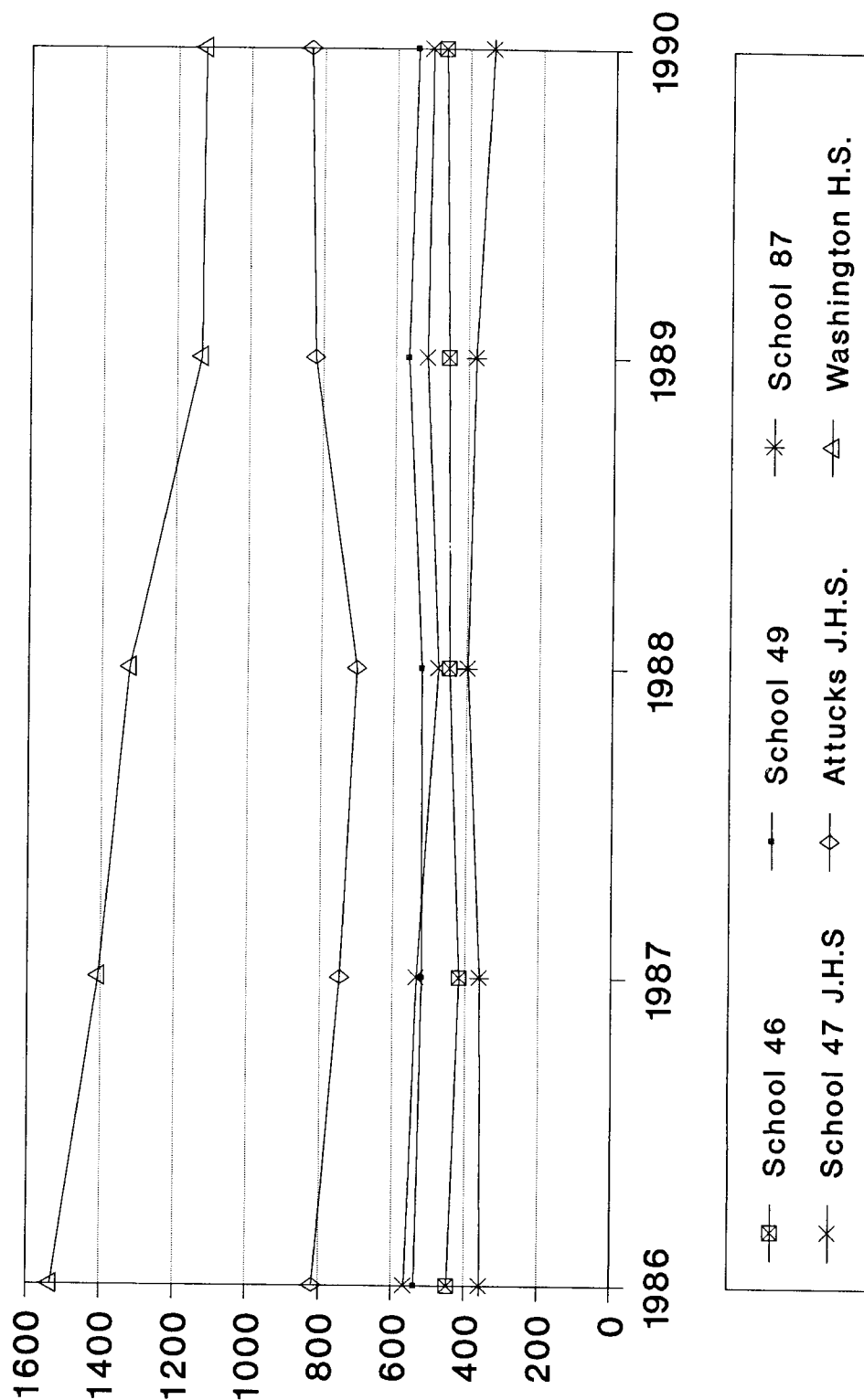
Vehicle Accidents

Two high accident intersections monitored in 1989 were located in the West Indianapolis/Harding Street Neighborhood. Another high accident intersection is just outside the study area. This is a low number of problem intersections compared to other areas of Marion County.

| <u>Intersection</u> | <u>Number of 1989 Accidents</u> |
|------------------------------------|-------------------------------------|
| Harding Street at Morris Street | 9 |
| Harding Street at Kentucky Avenue | 3 |
| Kentucky Avenue at Raymond Street* | 18 |

*Just outside study area.

INDIANAPOLIS PUBLIC SCHOOLS ENROLLMENT TRENDS



West Indianapolis/Harding Street
Neighborhood Service Jurisdiction

CHART 6

SCHOOLS

The West Indianapolis/Harding Street Neighborhood is totally within the Indianapolis Public Schools district and is served by the following schools:

Elementary Schools

School 46 - Daniel Webster School
1702 Miller Street

School 49 - William Penn School
1902 West Morris Street

School 87 - George Washington Carver School
2411 Indianapolis Avenue

Junior High Schools

School 47 - Thomas A. Edison Junior High School
777 South White River Parkway, West Drive

Crispus Attucks Junior High School
1140 Dr. Marten Luther King, Jr. Street

High School

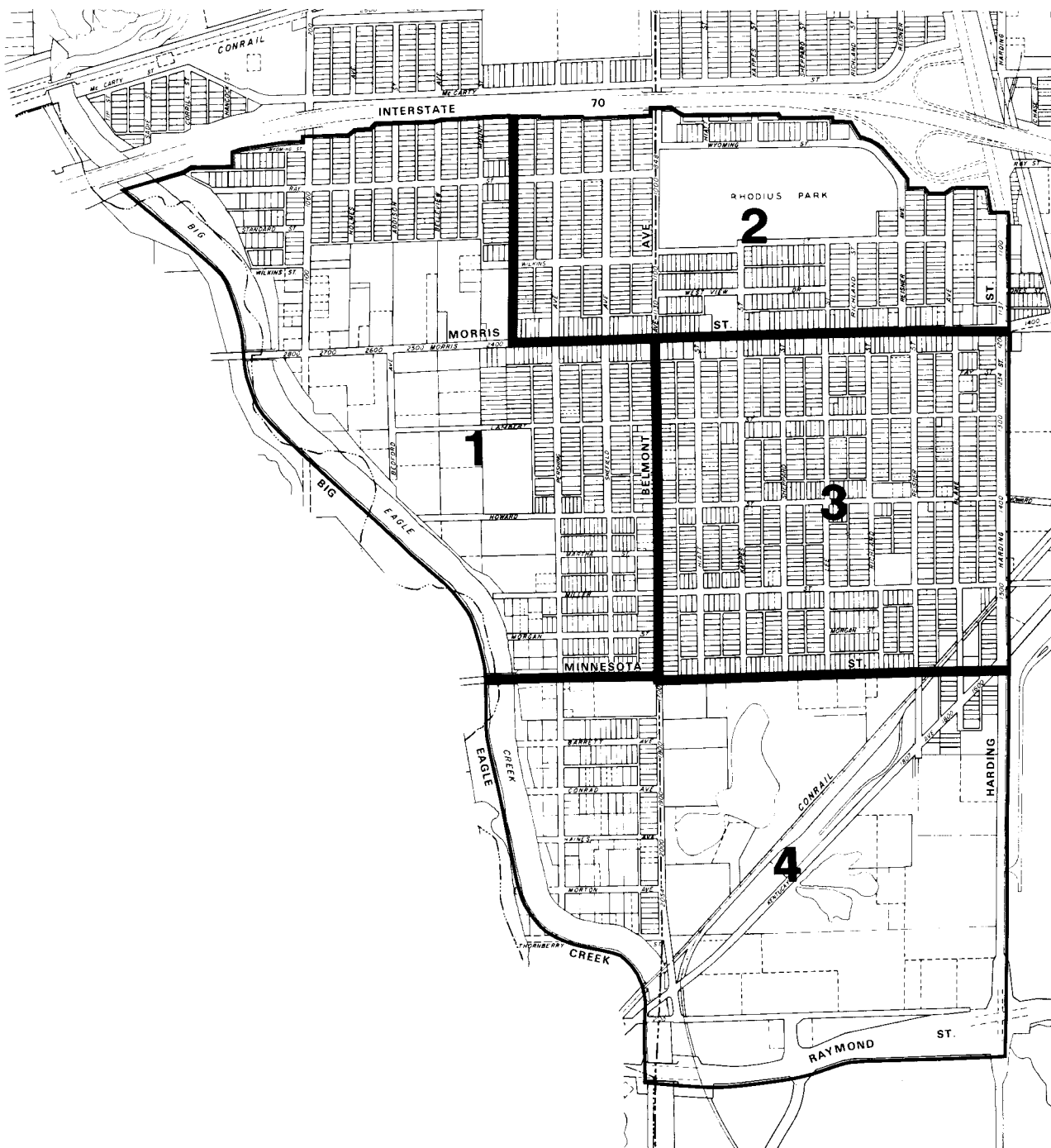
George Washington High School
2215 West Washington Street

A new School 49 will be built in Rhodius Park. Construction began in October, 1990. The new two-story structure will accommodate a maximum enrollment of 800 students and will provide 96,000 square feet of enclosed space. The school will contain 40 regular classrooms, separate computer and reading labs, 3 music rooms, 2 art rooms, a media center and a multi-purpose room with a full gymnasium and stage area. The school will be fully air-conditioned and is scheduled for completion by September, 1992.

An addition and renovation project is planned for School 87. An architect has been retained and preliminary planning is underway. The addition will include a new gymnasium and at least 6 new classrooms. The building will be fully air conditioned and the playground/parking areas will be expanded.

At this writing, no major projects are scheduled for the other schools serving the neighborhood. All three elementary buildings are currently fully utilized with no excess classroom space available. The two junior high schools and one high school have sufficient space and could accommodate additional students. Chart 6, on page 77, shows the five year enrollment trends for schools serving the study area. George Washington High School's enrollment has declined. This reflects a general decrease in the number of high school age children. Enrollment for Crispus Attucks Jr. High School has increased somewhat, while enrollment in the elementary schools has remained constant.

Although a small number of minorities live in the West Indianapolis/Harding Street Neighborhood (1980 census figures show 6%), they comprise an average of 47.6% of the total enrollment for the six schools serving the neighborhood. This is the result of court ordered desegregation of the schools in Marion County. To achieve racial balance within the schools, some students from the area attend schools located outside the neighborhood, and some are transported to schools in the neighborhood from other areas of the city.

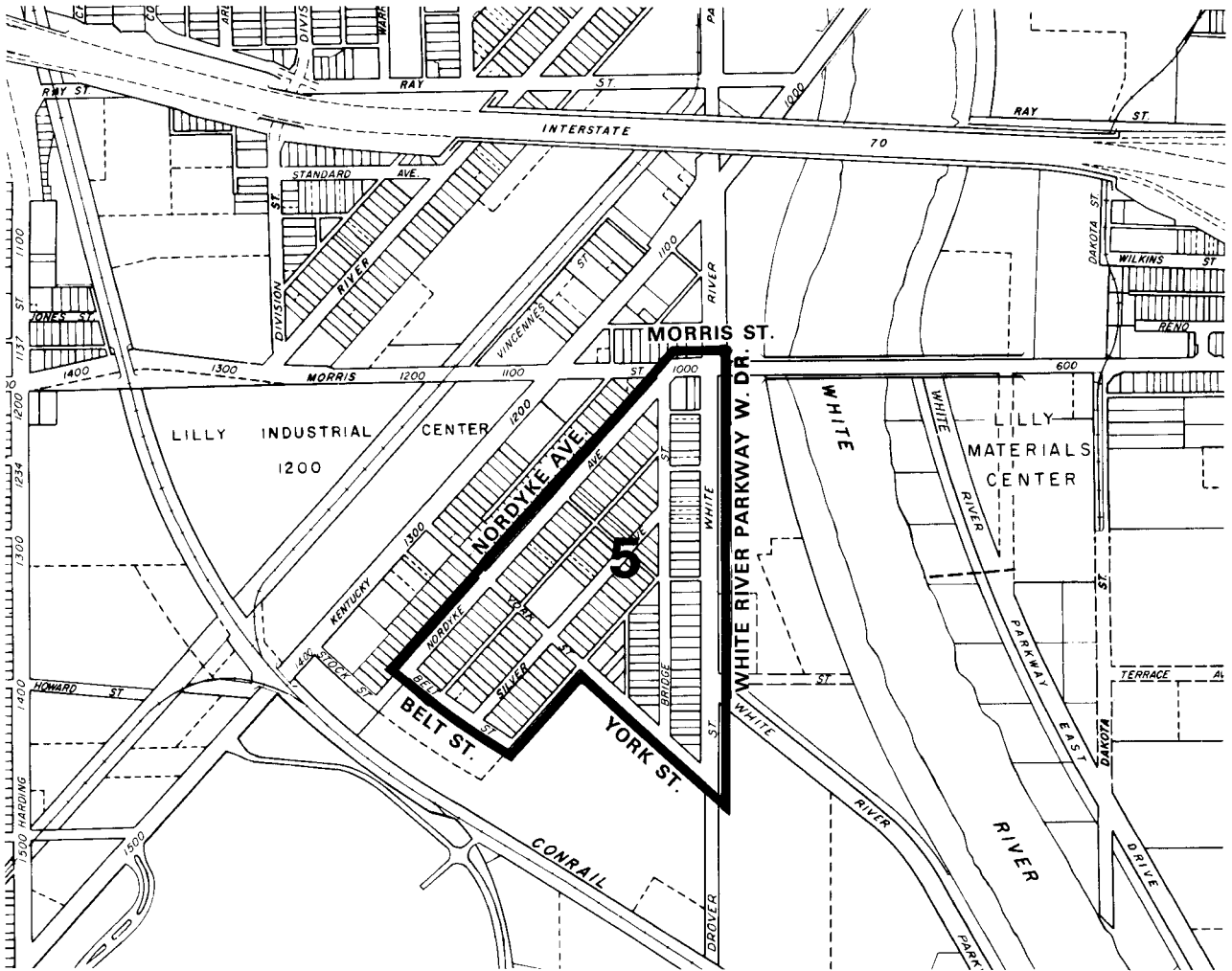


WEST INDIANAPOLIS / HARDING STREET NEIGHBORHOOD PLAN **Map 14a / Neighborhood Sectors**

The preparation of this map
was financed in part by a
Community Development Block Grant



April, 1992
Department of Metropolitan Development
Division of Planning
Indianapolis-Marion County, Indiana



WEST INDIANAPOLIS / HARDING STREET NEIGHBORHOOD PLAN

Map 14b / Sector 5

The preparation of this map
was financed in part by a
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April, 1992
Department of Metropolitan Development
Division of Planning
Indianapolis-Marion County, Indiana

LAND USE

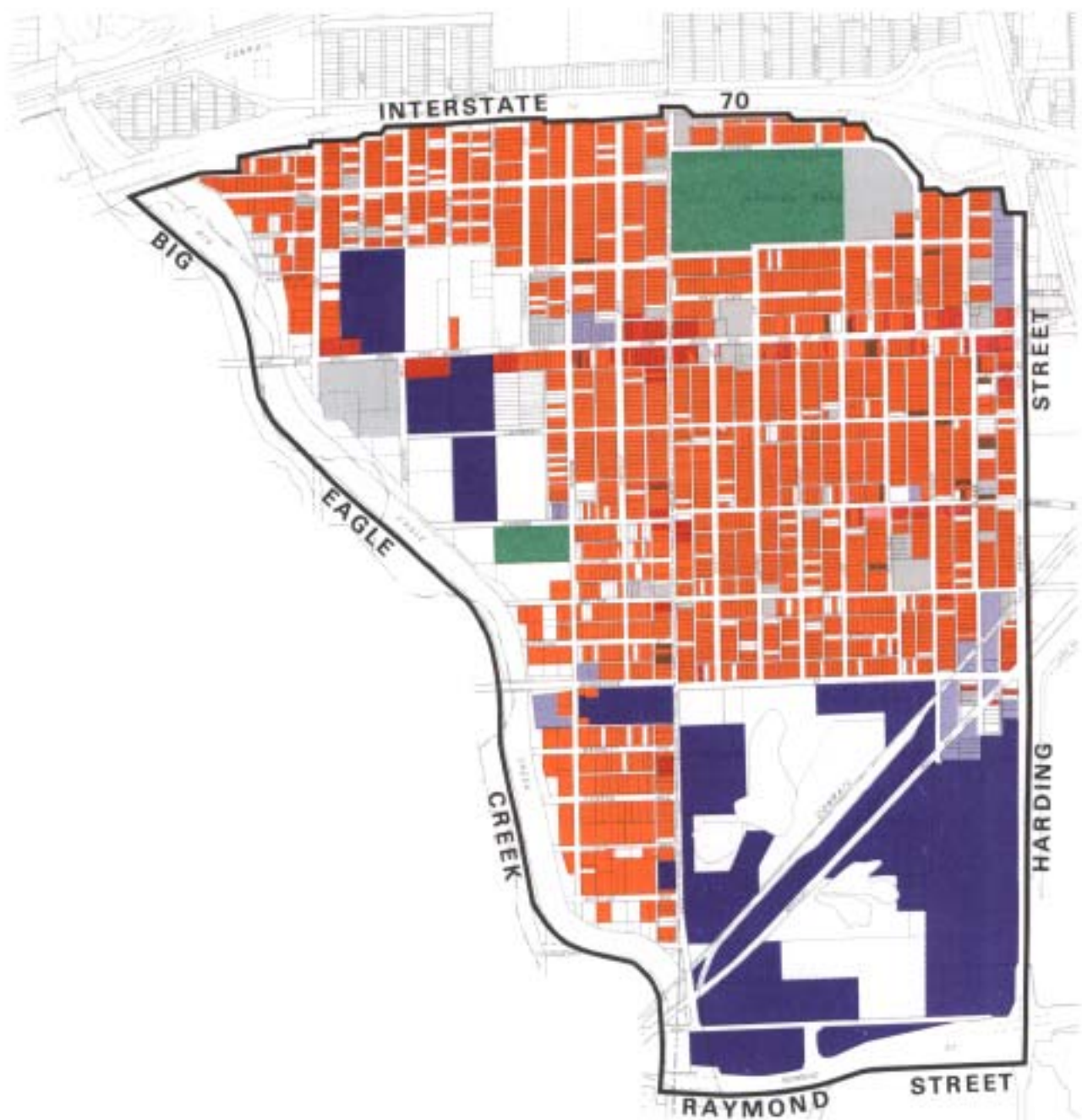
There are a variety of land uses in the West Indianapolis/Harding Street Neighborhood. Early in the history of the neighborhood, industrial and residential uses were mixed. When an industry located in an area, homes were built nearby to house the workers, whose primary mode of travel was by foot. Much of this land pattern can still be seen in older sections of the study area.

Commercial corridors developed along Morris and Howard Streets. Although the zoning classification for both these streets is commercial, they have always had a mixture of residential and commercial use. Many of the older structures built on these streets were designed for commercial use combined with residential accommodations for the proprietors and their families. A good example of this is the Victorian style building on the southwest corner of Reisner and Morris Streets, which has a porch with well preserved spindlework facing Reisner Street.

Howard Street has almost totally lost its commercial character. Many of the commercial structures are vacant or have been converted to residential use. This decline of business activity occurred after Howard Street was vacated east of Harding Street.

Although much of the land to the west along Big Eagle Creek and in the southernmost part of the neighborhood is industrial, the predominate land use within the entire neighborhood is residential. This mixed use and the proximity of residential structures to industries create many problems. Prior to the turn of the century, industrial, commercial, and residential land uses were often compatible. Worker's cottages were built close to industry. Residents walked to work and to neighborhood shops. However, the changing character of business needs (deliveries made by large trucks) and personal life-styles (use of the automobile) create the need for more space for parking and buffering. Today's zoning ordinances call for transitional yards and adequate off street parking. This creates a challenge for planners and residents when developing a neighborhood plan for an older part of the city where space is limited and incompatible land uses are legally established.

For the purpose of this study, the West Indianapolis/Harding Street Neighborhood has been divided into five sectors (see Maps 14a and 14b, pages 82 & 83). The size, complexity, and natural as well as man-made boundaries have been taken into consideration. Sectors can be analyzed separately and compared in order to target areas within each sector for special attention.



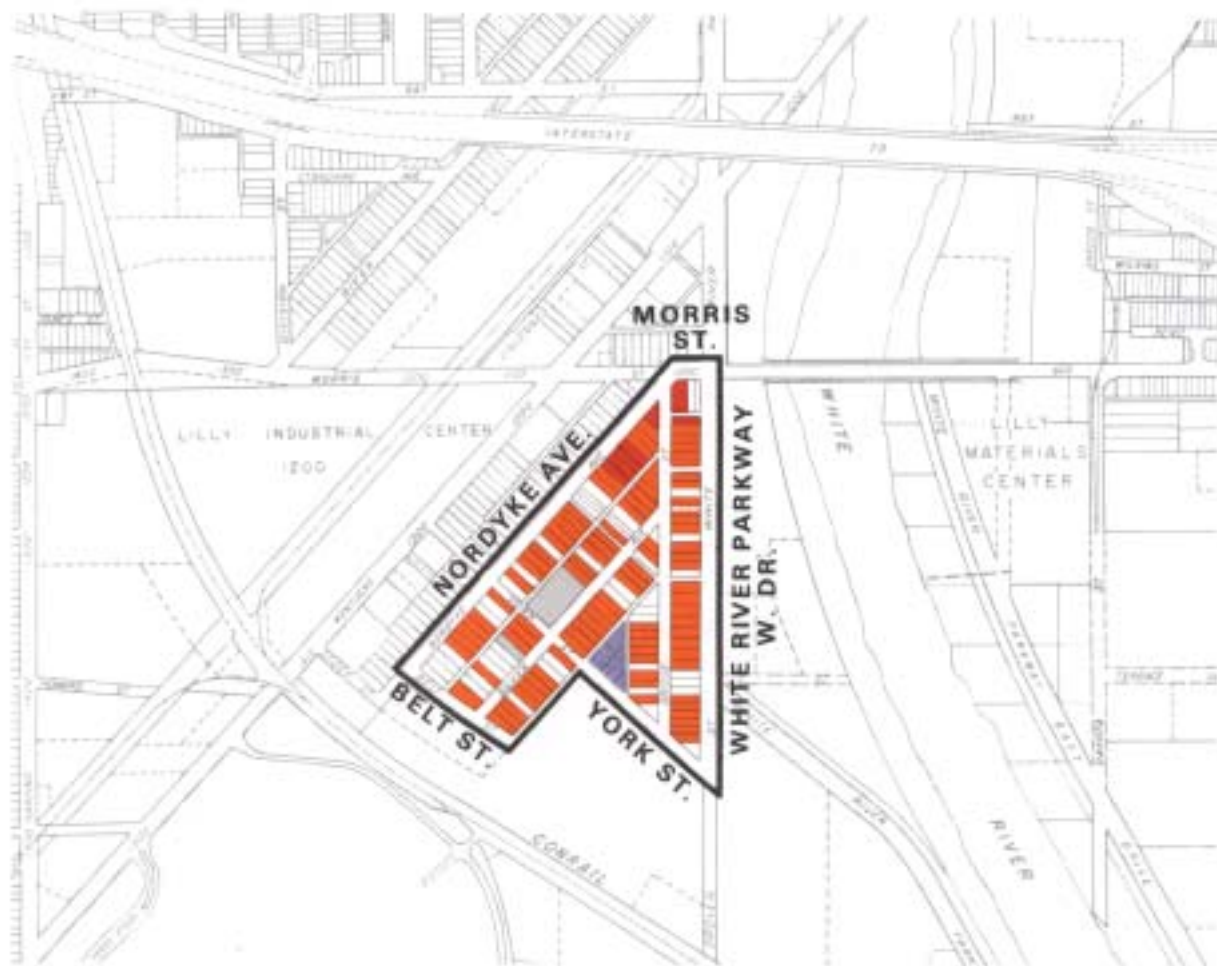
**WEST INDIANAPOLIS/HARDING STREET
NEIGHBORHOOD PLAN
MAP 15 / 1990 LAND USE**

- | | |
|--|--|
| Low Density Residential | Light Industrial |
| Medium Density Residential | Heavy Industrial |
| Office Commercial | Special Use |
| Retail Commercial | Parks |

The preparation of this map
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APRIL, 1990
Department of Metropolitan Development
Division of Planning
Indianapolis-Marion County, Indiana



MORRIS/DROVER AREA WEST INDIANAPOLIS / HARDING STREET NEIGHBORHOOD PLAN

MAP 16/1990 LAND USE

- | | |
|---|---|
|  Low Density Residential |  Special Uses |
|  Retail Commercial |  Light Industrial |

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Department of Metropolitan Development
Division of Planning
Indianapolis-Marion County, Indiana

Sector I.

This sector is in the northwest part of the neighborhood (see Map 14a, page 84). The northernmost tip was once part of what was referred to as "The Bottoms," before I-70 was built. The rest was part of "The Hill," as it was termed. Much of the land use is industrial. Land uses are mixed in much of the area. Residential property along the creek tends to be low density with a somewhat rural character. Ross-Claypool Park is located at the intersection of Howard Street and Pershing Avenue. There is some vacant land north of Morris Street, west of Tremont Street and around the park. Some of the industrially zoned land appears to no longer be in use. Few of the industries have the screening, buffering, or transitional yards called for by today's development standards for industrial use in areas abutting residential property. Such standards were not required when industries in this neighborhood were developed. Because these industries were in existence prior to the establishment of the current zoning ordinance, they are legally established and are not required to adhere to current standards.

Sector II.

This consists of the area surrounding Rhodius Park and is almost entirely residential. Morris Street, which borders the southern part of the sector, is zoned C-4, Community-Regional Commercial District. However, there is much remaining residential property along Morris Street. The west side of Harding Street, on the eastern boundary of Sector II, is zoned and used for High Intensity Commercial use. This area will be affected by the scheduled street widening.

Sector III.

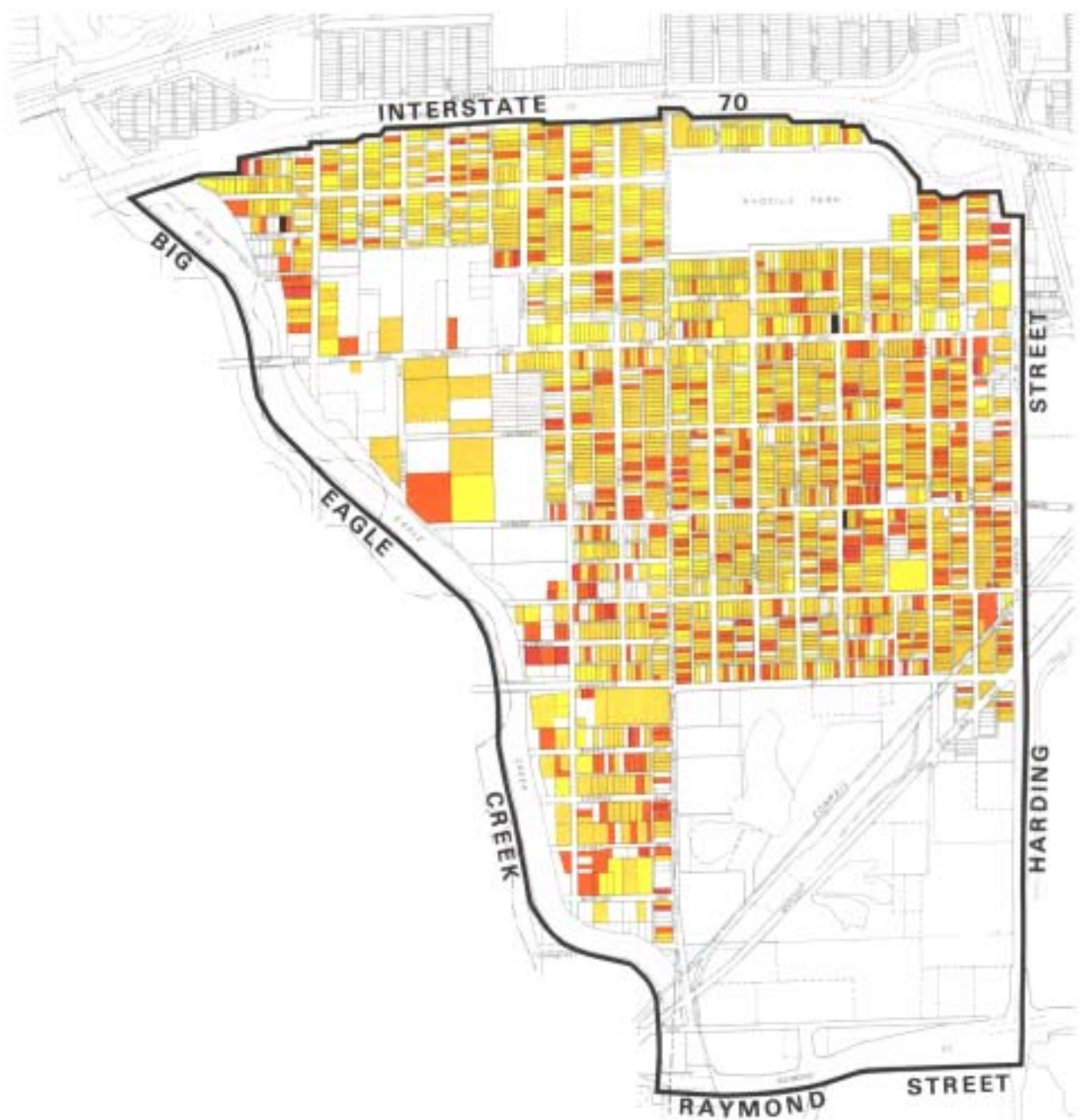
Land use in this area is heavily residential. Although Harding Street, Howard Street, and Belmont Avenue are zoned C-1, Office Buffer District, the majority of structures along these streets are residential. This creates problems for homeowners when they attempt to sell their property, or when they want to add onto the structures. Most of the remainder of the area is zoned D-5.

Sector IV.

This sector covers the southern area of the neighborhood, south of Minnesota Street. The residential area west of Belmont Avenue has always been referred to as "The Hollow." Most of the area east of Belmont Avenue is zoned for industrial use. It includes several industries which have closed. There is some vacant land, much of it littered with abandoned cars, trucks, and other debris. Vacant land on the south side of Minnesota Street just east of Belmont Avenue was rezoned from residential to industrial use in 1988, but has not yet been developed.

Sector V.

The predominate land use in the Little Valley, or "Morris Drover", area is residential. Land on the west side of Nordyke Avenue is used entirely for industrial purposes. Four lots on the east side of Nordyke Avenue are used by a truck repair company. This is a high intensity commercial use. The only other non residential uses are a tavern, a church, old School 48, and a parking lot used by Stewart-Warner. Many of the vacant lots in the area are being used by residents as yards. Some have swimming pools and numerous other accessory structures.



WEST INDIANAPOLIS/HARDING STREET NEIGHBORHOOD PLAN

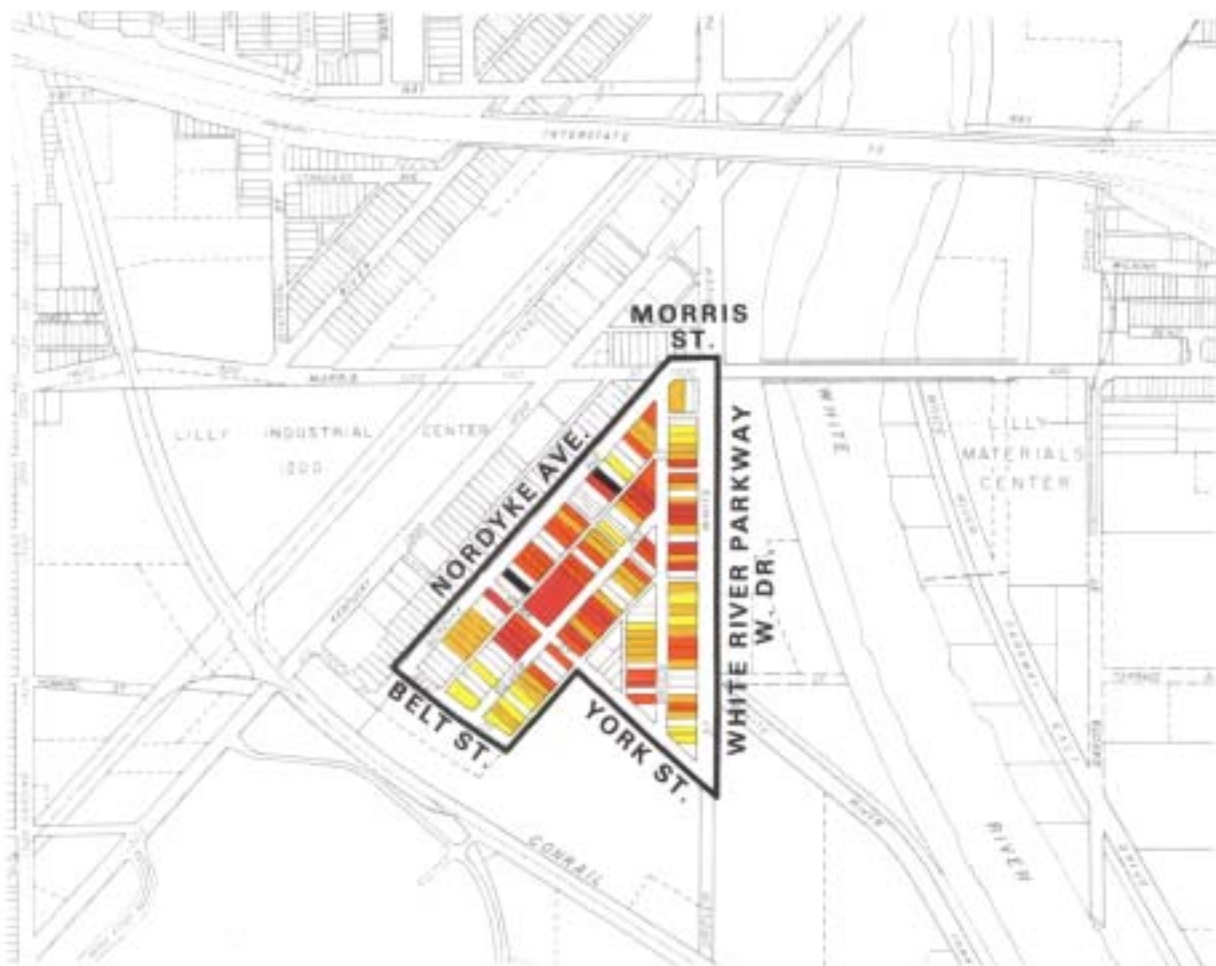
MAP 17 / 1990 BUILDING CONDITIONS

- Excellent Condition
- Superficial Rehabilitation Needed
- Minor Rehabilitation Needed
- Major Rehabilitation Needed
- Dilapidated

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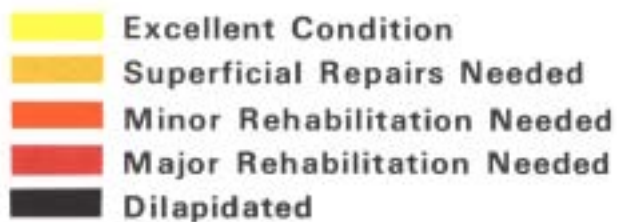


APRIL, 1990
Department of Metropolitan Development
Division of Planning
Indianapolis Marion County, Indiana



MORRIS/DROVER AREA WEST INDIANAPOLIS / HARDING STREET NEIGHBORHOOD PLAN

MAP 18/1990 BUILDING CONDITIONS



The preparation of this map
was financed in part by a
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APRIL, 1991
Department of Metropolitan Development
Division of Planning
Indianapolis-Marion County, Indiana

BUILDING CONDITIONS

A building condition survey was conducted in 1990. This consisted only of observation of the exterior of the structures and does not reflect interior conditions. Of the 2,062 structures in the study area, 1583 (77%) were in excellent condition or needed only superficial repair. Only 72 buildings (3%) needed major rehabilitation, and only 5 were dilapidated. In general, homes in the neighborhood are very well maintained considering the age of the structures. In addition, many residential properties are neat, well maintained, and landscaped (see Chart 7, page 97).

Definition of Building Condition Categories:

Excellent Condition:

- No rehabilitation necessary. The structure needs no attention in the form of paint or repairs.

Need of Superficial Repairs:

- Exterior walls - peeling paint on less than 50% of the structure.
- Windows, sashes, door frames - missing storm inserts, missing or torn screens.
- Gutters, down spouts - rusty, peeling paint.

Minor Rehabilitation Needed:

- Exterior walls - peeling paint on more than 50% of the structure.
- Roof - loose or missing shingles, obvious wear.
- Windows, sashes, door frames - cracked glass, missing storm inserts.
- Chimney - small cracks.
- Gutters, down spouts - rusty, peeling paint, dents.
- Porch - small cracks.

Major Rehabilitation Required:

- Exterior walls - peeling paint on over 50% of the structure, missing sections of siding, large cracks, holes, rotting material.
- Foundation - small cracks, small holes, missing mortar, crumbling masonry.
- Roof - small holes, sagging, warping, previously patched improperly.
- Windows, sashes, door frames - broken glass, rotting of material, cracked frames, boarded windows.
- Chimney - small cracks, crumbling mortar, loose flashing.

- Gutters, down spouts - rusted, improper connections, missing sections.
- Porch - broken steps, large cracks, missing sections, sagging.

Dilapidated Structure:

- Needed repairs are extraordinary and very costly. The structure should be razed or demolished.
- Exterior walls - leaning or bulging, large holes, rotting and missing material.
- Foundation - uneven, settlement, sinking, large cracks, missing brick, large holes, out of plumb.
- Roof - extreme sagging, warping, rotting material, large holes.
- Windows, sashes, door frames - broken or missing glass, rotten or rusted materials, distorted frames.
- Chimney - leaning, missing bricks, missing or collapsed portions, rusted flashing, missing mortar.
- Gutters, down spouts - rusted or rotted material, holes, sagging, missing sections or completely absent.
- Porch - rails or banisters missing, floor collapsed, separation (pulling away from) main structure, missing sections.

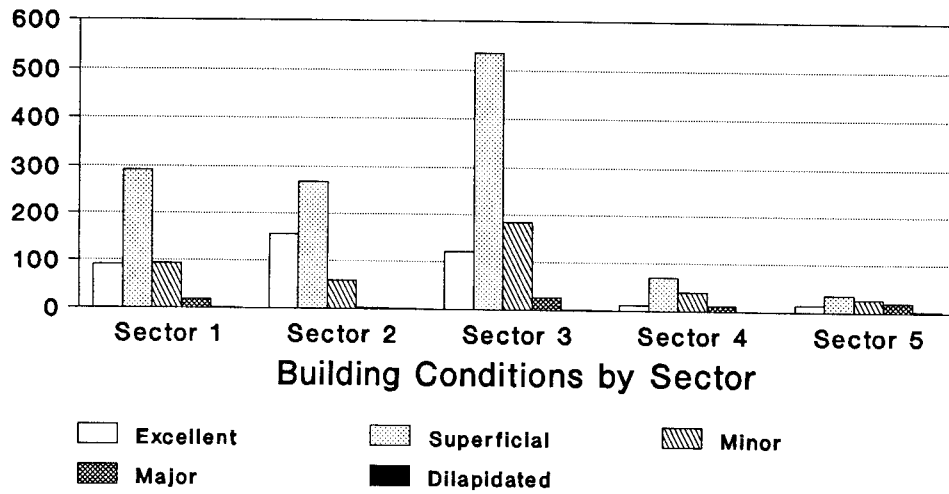
Sector I.

Seventy seven percent or 383 of the 496 structures in Sector I were in good or excellent condition. Ninety four (19%) needed minor rehabilitation. Four percent needed major rehabilitation. Only one structure was dilapidated. Most of the housing needing major repair was located in the southern part of the sector, south of Morris Street, between Belmont and Pershing Avenues.

Sector II.

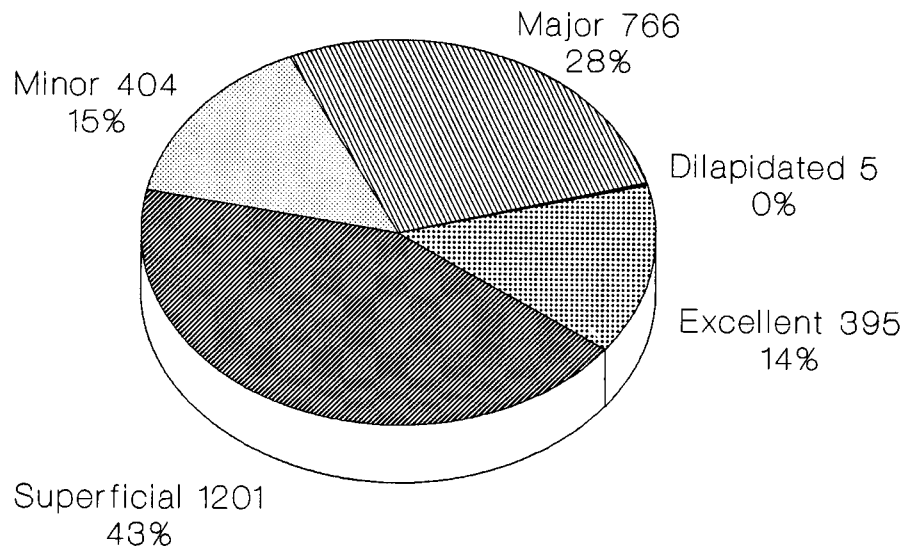
This section, which surrounds Rhodius Park, contained the highest concentration of houses in good and excellent condition in the neighborhood. Of the 487 structures in Sector II, 424 were in excellent condition or needed only superficial repair. Sixty buildings (12%) needed minor rehabilitation, and only 3 needed major rehabilitation. A partially demolished commercial structure was classified as "dilapidated" at the time of the field observation. Another commercial building classified as needing major rehabilitation is located on Harding Street and may be removed as a result of the street widening.

BUILDING CONDITIONS WEST INDIANAPOLIS/HARDING STREET NEIGHBORHOOD



Based on field observation

Neighborhood Totals



Based on field observation

Chart 7

Sector III.

This sector contains some of the oldest housing in the neighborhood. Of 869 structures, 658 (76%) were in excellent conditions or needed only superficial repair. Structures in need of minor repair numbered 184 (21%). Twenty six (2%) needed major rehabilitation.

Sector IV.

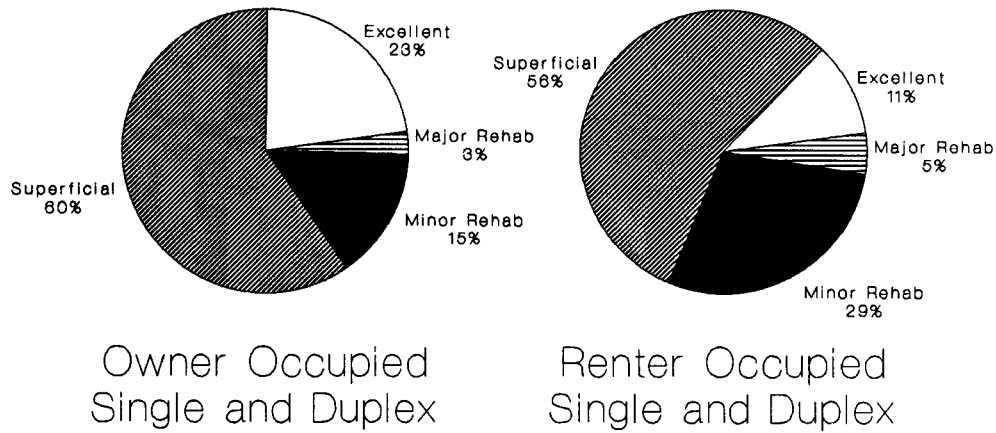
Of the 133 structures in this sector, 82 (62%) were in excellent condition or need only superficial repair. A fairly high percentage (36%) needed minor rehabilitation. Two were dilapidated. Four of the structures needing major rehabilitation were located on Harding Street and may be removed as a result of the street widening.

Sector V.

Of the 95 structures in the Little Valley area, 13 (14%) were in excellent condition, 35 (37%) needed superficial repairs, 25 (26%) needed minor rehabilitation, 20 (21%) needed major rehabilitation, and the remaining 2 (2%) were dilapidated. Many of the residential structures in the poorest condition were located on the east side of Nordyke Avenue.

Old School 48, an abandoned Indianapolis Public Schools (IPS) structure built in the late 19th century, is located at the corner of York Street and Silver Avenue. Rehabilitation of this structure, with its interesting architecture, would be an asset to the neighborhood. However, major rehabilitation would be required.

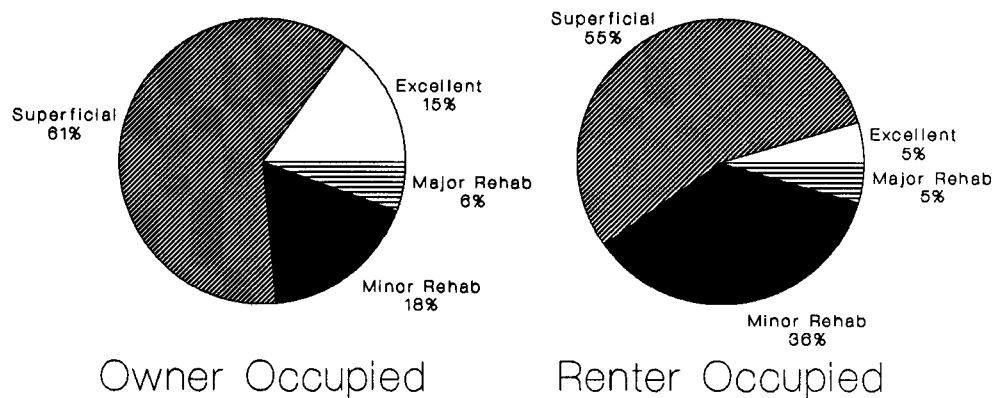
HOUSING CONDITIONS By Occupancy Type



Field Survey, 1990

Chart 8a

HOUSING CONDITIONS FOR DUPLEXES



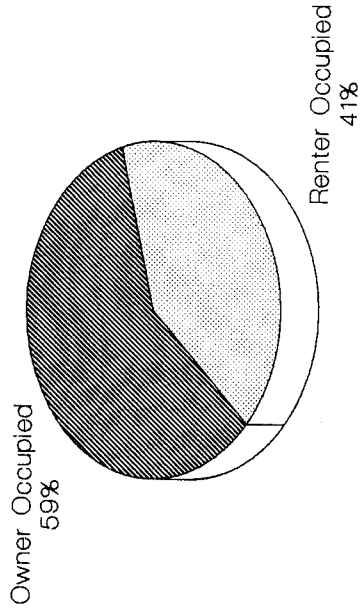
Field Survey, 1990

Chart 8b

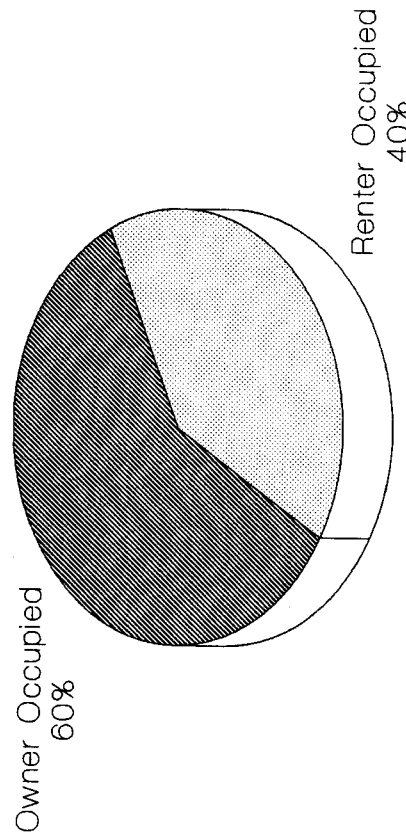
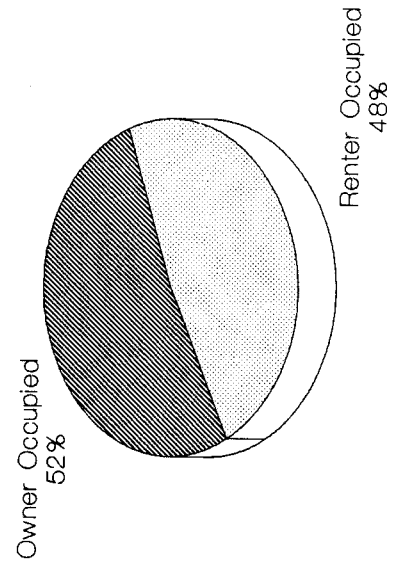
WEST INDIANAPOLIS/HARDING STREET NEIGHBORHOOD

OWNER VS. RENTER Comparisons

Marion County



Center Township



DEMOGRAPHIC AREA

1980 Census Data

CHART 9

OCCUPANCY DISTRIBUTION

High rates of home ownership appear to be conducive to stable communities. Families and individuals who own their own homes are often more likely to keep such property in good repair. The economic and emotional investment in a home promotes pride of ownership and concern for the surrounding community. While there is a need for affordable rental housing, neighborhoods with a disproportionately high percentage of rental units often experience more social and structural deterioration problems than those with a more healthy balance between owner and renter occupied units. Within the West Indianapolis/Harding Street Neighborhood, building conditions of owner occupied residences were compared with those of renter occupied residences. The results suggest that owner occupied residences tend to be better maintained than those occupied by renters (see Chart 8a, page 99). Conditions were also compared for duplexes. Again, results show higher levels of maintenance for structures with owner occupants (see Chart 8b, page 99).

The West Indianapolis/Morris Street Neighborhood has a high percentage of owner occupied homes. Census tract level figures for 1980 show that the study area has a higher percentage of owner occupied units than Center Township or Marion County (see Chart 9, page 100). This information includes all occupied units, multi-family as well as single family units. Information taken from 1990 property tax records for single family homes and duplexes show an even higher percentage of home ownership (see Chart 8a, page 99).

Within the neighborhood there are also many owner occupied duplexes. This offers the desirable situation of a rental unit of affordable housing with a homeowner also present. Tax records suggest that some homeowners in the neighborhood own rental property in the immediate area of their residences. This situation offers numerous advantages over that of an absentee landlord. Approximately 6% of residential structures in the West Indianapolis/Morris Street Neighborhood appear to be owner occupied duplexes. Chart 8b (page 99) shows a high percentage of well maintained property for such structures.

During field observation in 1990, only 16 vacant residential structures were noted. Some commercial structures had been converted to residential use. Such conversion sometimes indicates a demand for housing in the area.

SOCIAL NETWORK

The West Indianapolis/Harding Street Neighborhood appears to be a viable, socially cohesive community. There is a strong, active neighborhood organization, West Indianapolis Neighborhood Congress. The Mary Rigg Center, located in the heart of the neighborhood, also serves many of the social service needs of the neighborhood and surrounding areas.

To determine neighborhood stability, occupancy over time was analyzed. Eight sample blocks were selected: two each from Sectors One, Two, and Three and one each from Sectors Four and Five. Sectors Four and Five have much smaller populations than the others. Using the Polk's City Directory, residents of homes in these blocks were tracked over time. Sample years used were 1990, 1985, 1980, 1975, 1970, 1959, 1955, 1945, 1939, 1930, and 1917.

Over one half the families in the sample blocks had lived in the neighborhood 15 years or more. Only 34% had lived in the neighborhood 5 years or less. Only 13% were new residents in 1990. The average length of residency was over 17 years. Vacancy rate for the sample was 7% in 1990.

A survey taken among residents of households on Harding and Morris Streets being relocated, due to the Harding and Morris Street projects, indicate that the average length of residency was 19.5 years. Approximately one half the residents had lived there 20 years or more. Only 14% had lived there three years or less. Only four percent had lived in their homes less than two years. Such figures show this is a very stable neighborhood as opposed to being transient.

Close relationships within the neighborhood appear to be important to the residents. Asked to check lists of positive and negative attributes of the neighborhood, respondents of the above survey checked "relatives in the neighborhood" more often than the other choices. "Rhodius Park," "friends in the neighborhood," "schools," and "convenient shopping" were all given a high ranking. "Excessive truck traffic" was checked most often as a negative neighborhood feature with "the dumping of trash and litter" and "streets in bad condition" ranking second and third. "Objectional odor" ranked as the fourth most disliked feature in the neighborhood. (This option was not on the list to be checked but was added as a write-in under "other".) Results of the above mentioned survey showed that attitudes about the neighborhood tended to be positive concerning human relationships within the neighborhood. Negative attitudes concerned mainly physical factors. This appears to be an extremely cohesive neighborhood.

Human Services

Social Services are provided for residents of the West Indianapolis/Harding Street Neighborhood by the Mary Rigg Neighborhood Center, which is affiliated with Community Centers of Indianapolis (CCI). Boundaries for the area served extend beyond the neighborhood. The service area includes the two census tracts which form the West Indianapolis Demographic Area. In addition, Census Tract 3564 and part of Census Tract 3424 make up the service area which extends to the Conrail/Amtrack tracks on the north, Holt Avenue north of Raymond Street on the west, Raymond Street and Big Eagle Creek on the south, and White River on the east. Below is a summary of programs provided by the center:

Access services which include emergency assistance, information and referral, counseling with individuals and families, and job counseling and training referrals.

Special programs including GED preparation classes, Adult Basic Education, and Christmas assistance.

Community development which includes programs designed to improve the neighborhood structures and well being of the neighborhood residents. Emergency home repair for structural problems and providing paint to improve the exterior of structures are included in this program.

Programs for children:

- * Recreation/Social development which includes cooking, crafts, and boys and girls clubs.
- * Classes for children ages 3 to kindergarten age.
- * Kinder-Care - an afternoon program to complement and reinforce concepts learned in public kindergarten.
- * Latch key child care from 6:30 a.m. to 6:00 p.m. for children attending School #49.
- * General recreation including sports, movies, and a homework area for use after school.
- * Summer day camp available June through August for ages 3 through 8th grade.

Programs for senior citizens:

- Educational programs on issues of interest to older adults.
- Nutritional and medical screening programs including speakers, cooking classes, and testing of blood pressure, hemocult, vision, and hearing. In addition, a daily hot lunch is provided by the Central Indiana Council of Aging.
- Social and recreational programs which include exercise programs, arts and crafts, music, and trips to festivals, museums, restaurants and shopping. Bingo and other games are played each week.

Other agencies which provide services at the center include:

- Family Service Association.
A counselor is available on Tuesdays.
- Juvenile Court Probation Officers
Individual appointments are scheduled with probation officers. Probation officers meet their clients at the center to avoid youth traveling across town.
- Marion County Health Department Well Baby Clinic for children newborn to age 4. W.I.C. vouchers used to buy milk, cheese, cereal, eggs, etc. are distributed to pregnant women and mothers of young children.
- Central Indiana Council on Aging - Hot Lunch Program.
- Indianapolis Public Schools - G.E.D. preparation classes.

Plans are underway to move the center across Morris Street to the old School #49 building at 1848 West Morris Street when the new school building in Rhodius Park is completed. The Mary Rigg Center's services are vital to the health and well being of the residents of the community. In 1990 approximately 174,342 hours of service were provided to about 2640 people.

A Head Start program, run by Community Action Against Poverty (CAAP), started in the fall of 1991.

Services of the Southwest Health Center are available to residents of the area. The center is operated by Community Health Network (HealthNet) which contracts with Methodist Hospital for services. HealthNet is responsible for policies, services offered, grant proposals, budget decisions, etc. HealthNet receives a minor part of its funding for community services through the Marion

County Health Department. Fees for services provided are offered on a sliding scale.

URBAN DESIGN FEATURES

Much of the West Indianapolis/Harding Street Neighborhood was developed before and during the turn of the century. There are some fairly well preserved examples of late nineteenth century architecture. Newer structures have been added, many during the 1920's, some later. This mix of architectural styles combined with the scale of the streets in relation to the buildings create a small-town atmosphere in many parts of the neighborhood. Numerous gardens add to the effect. While vacant lots in many older parts of the city are often poorly maintained and strewn with trash, those in the West Indianapolis/Harding Street Neighborhood are, for the most part, well maintained and often used for gardens. The overall impression is pleasing. The industrial parts of the neighborhood are less appealing, particularly where buildings have been abandoned. The styles of many of the industrial structures blend well with the overall nature of the neighborhood. However, their rundown condition and junk ridden yards detract from the whole.

The widening of Harding and Morris Streets will destroy some of the more interesting, older buildings. It will, however, offer an opportunity to improve, through landscaping, the appearance of those streets. New commercial structures could blend with existing styles. Where this is unrealistic, modern buildings can be buffered visually from adjacent residential areas.

Great effort should be made to preserve the existing architecturally significant structures in the Neighborhood (page 39). Their value to the total quality of life within the neighborhood is immense. If they were to be demolished the existing charm and character of the neighborhood would vanish with them.

**WEST INDIANAPOLIS/HARDING STREET NEIGHBORHOOD
PLANNING COMMITTEE**

Elected or Appointed Officials

Dr. Philip Borst, City-County Council District 25
Jeffrey Golc, City-County Council District 17
Mary Ann Mills, Metropolitan Development Commission
Morris Mills, State Senate District 35
Charles R. Spears, Wayne Township Assessor

Staff from Other City Agencies

George Courtney, Department of Metropolitan Development/Division of Economic & Housing Development
Winifred Cunningham, Department of Metropolitan Development/Division of Economic & Housing Development
Phyllis Gardner, Department of Transportation
Lisa Gilman, Department of Metropolitan Development/Division of Economic & Housing Development
John Labaj, Department of Metropolitan Development/Division of Economic & Housing Development
Kevin Newman, Department of Transportation
Claudia Williams, Crime Watch

Other Participants

Jack Allard
Mary Allard
William Allison
Rick Bailey
Mildred Baldwin
Tina Barnett
Ward Beckham
Hazel Blankenship
Robert Bordwine
Dr. Robert Burgbacher
Linda Burke
Stephen Burke
Ralph Buttrum
Robert Carnes
Linda Carnes
Ronald Cason
Larry Cimino
Larry Cochran
Kenneth Colburn, Ph.D.
Kennith Cole
Jean Cole
Virgina Cole
Mary Ann Collins
Betty Conner
Bob Coolman
Alecia DeCoudreaux
Ronald W. Dickey
Belinda Dorney
John Eaglesfield

Louise Eaglesfield
Cheryl Essary
Frank Estes
Carol Feeney
Melba Fishburn
Robert W. Foster
Rick Freeman
Gale Gehlhausen
Beth J. Gibson
Antha Gregory
Selma Gregory
Cornelia Harris
Jack Hill
Ruby Hill
Hershel Hopkins
Christine Howard
Luther Howard
Jim Hunt
Michael Kaiser
Marcella Kerr
Steve Kerzan
Ava Zoe Koch
Mary Koch
Ray R. Irvin
Vernan L. Lashbrook, Jr.
Bertha Leak
Timothy Maher, Ph.D.
Carl Marsh
Pat Marsh

Joy Massy
Eleanor R. Mast
Doug May
Valerie May
Gene McClarney
Ida K. Miles
Larry Montoya
Lillian Montoya
David Morgan
Phil Park-Thomas
Tania Park-Thomas
E.S. Parsons-Bendz
Gena Roland
John Roland
Linda Snider
Gilbert Strong
Lillian Strong
George D. Toler
Linda Utko
Bonnie Vaughn
John Vaughn
Margret Veale
Fay Weaver
Mary Jean Wesley
Owen C. Wetzle
Andrea Wolsifer
Mary Wright
Randy Zion

WEST INDIANAPOLIS/HARDING STREET NEIGHBORHOOD PLAN

ADMINISTRATION AND POLICY DIRECTION:

Stephen Goldsmith, Mayor
Nancy Silvers, Deputy Mayor for Neighborhoods
Leslie Rubin, Exec. Assistant to Dep. Mayor for Neighborhoods

CITY COUNTY COUNCILLORS:

Dr. Philip Borst, district 25
Jeff Golc, district 17
Carlton E. Curry, at large
Ron Franklin, at large
W. Tobin McClamroch, at large
Stephen R. West, at large

METROPOLITAN DEVELOPMENT COMMISSION:

James Wade, Jr., President
William R. Brown
James J. Curtis, Sr.
Donald F. Elliott, Jr.
Lois Horth
Mary Ann Mills
Michael W. Rodman
Julie P. Scott
Randolph L. Snyder

DEPARTMENT OF METROPOLITAN DEVELOPMENT

DIVISION OF PLANNING:

Stuart Reller, Administrator
Clarke Kahlo, Deputy Administrator
Greg Ewing, Senior Planner
C. Sue Craig, Project Coordinator
William Boyd, Senior Planner
Cynthia Cunningham, Planner
Anders Bang, Intern
Tonya Jamerson, Intern
Matthew Skelton, Intern
Phil Pettit, Supt. Drafting and Reproduction
Ken Percy, Printing Supervisor
Darrell Walton, Draftsman
Burton Carter, Printer

DIVISION OF ECONOMIC AND HOUSING DEVELOPMENT:

Winifred Cunningham, Deputy Administrator
George Courtney, Manager of Housing Services
Lisa Gilman, Manager of Housing and Economic Development

DEPARTMENT OF TRANSPORTATION:

John Willen, Chief Engineer
Sherry Mendenhall, Project Planning Supervisor
Charles Peoni, Engineer